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ABSTRACT

These four journals contain articles on topics of current concern to community college trustees. The spring 1989 issue contains articles on the trustee role in assessing institutional effectiveness, the effect of workforce trends on community colleges, the art of passing a bond issue, the expansion of consumer programs in community colleges, the improvement of high school/community college articulation, three areas of policy to better manage risks for governing board members, and a redefinition of the "community to be served" by community colleges. Articles in the summer 1989 issue focus on board member ethics, substance abuse prevention, campus safety, community college legislation, the impact of faculty retirement, and the value of diversity in leadership. The fall 1989 issue covers students and community service, the retention of excellent presidents, quality in teaching, programs for prison inmates, the role of the community college in 21st century education efforts, and a response to America's growing demographic divisions. The winter 1990 issue presents articles on standing committees, the board's role in planning and institutional effectiveness, innovative fund raising, campus trends in 1989, a plan to increase the number of minority faculty in Illinois community colleges, a core curriculum for college students, and a description of the teacher as a leader. (JMC)

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TRUSTEE QUARTERLY: SPRING 1989 - WINTER 1990

Spring 1989: The Trustee Role in Assessing Institutional Effectiveness

Summer 1989: Maintaining an Ethical Balance

Fall 1989: Student and Community Service

Winter 1990: Do Boards Need Standing Committees?

Association of Community College Trustees

JC 900 100

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The Trustee Role in

Assessing Institutional Effectiveness

At a recent Chamber of Commerce meeting in a small Florida town, a community college trustee was chatting with a friend about where his friend's children were attending college. "My oldest," the friend said, "is going to the university. My youngest is *only* going to a community college."

In California, a local newspaper recently ran a lengthy front-page story with a headline that read, "Community Colleges Criticized for Low Transfer Rates."

And before he left office last year, Secretary of Education William Bennett said, "Despite encouraging improvements in patterns of course-taking, gains in student learning are slight and the average level of student skill and knowledge remains unacceptably low."

Statements, stories and anecdotes such as these have been accumulating in the minds of the public at such a rate that educators and board members are now presented with a new agenda: that of assessing in a meaningful way the effectiveness of their institutions.

While educational quality at all levels has been questioned and studied, community colleges—the multi-mission educational institutions responsible for educating an incredibly diverse student population—have come under particular scrutiny. Such scrutiny in recent years has, in fact, given birth to a new set of buzzwords: "accountability," "assessment," "student outcomes," and the all-encompassing "institutional effectiveness."

Why is this happening now? What exactly is institutional effectiveness? And what does insititutional effectiveness assessment have to do with community college trustees?

There are two primary reasons for the increased interest in assessing the quality of education today: first, government and business leaders, the general public and educators themselves are dissatisfied with the "products" coming out of our schools and colleges. And second, education needs are competing for fewer and fewer public dollars, both nationally and on the state level. With funding becoming scarcer, demands for accountability are on the rise. The public wants to know if dollars are being wisely invested and wants to be provided with supporting documentation.

Community colleges face a particularly difficult challenge due to our multiple mission and "all-things-to-all-people" image. Today we are challenged not only to justify our diverse roles but to also assess and document the effectiveness of those numerous functions.

In several states, community colleges, universities, and education agencies are already realizing the benefits of institutional effectiveness assessment. Interestingly, while some initiatives have been created by lawmakers and some by educators, most would agree that local educators and local boards, as opposed to legislators, are in the best position to identify the goals of their institutions and the corresponding measures of progress towards these goals.

One of the first states to develop a college assessment program was New Jersey, where all postsecondary institutions participate in the highly proscriptive, complex College Outcomes Evaluation Program. The program includes a lengthy inventory of criteria to which colleges must respond. The state of Tennessee has had in place since 1978 a Performance Funding Program from which colleges may receive a "bonus" of up to 5 percent of their instructional budget by assessing effectiveness on four identified standards and developing resultant plans for improvement.

Trustees in California are playing a key role in the development of criteria and measures of institutional effectiveness at local community colleges. Pictured at last year's California Community College Institutional Effectiveness Workshop are, from left, Shirley Ralston, trustee of Rancho Santiago College; Robert Jensen, chancellor of RSC; Carol Boyer, senior policy analyst of the Education Commission of the States; and Diana Lockard, trustee of Citrus College.

Some reform has been led by associations and voluntary groups, such as the Commission on Colleges for the Southern Association of Colleges and Schools. In 1980 that accrediting commission decided it would expand evaluation beyond analysis of resources and processes to include the additional step of evaluating the impacts of those resources and processes on student outcomes.

Most recently in California, community college reform legislation has been passed which requires the development of an accountability system addressing eleven specific criteria of effectiveness, including transfer rates, occupational preparation, and fiscal condition of colleges.

What is an "effective" community college? Last year during an AACJC-televised national teleconference on the topic, Kay and Byron McClenney, educational consultants from Colorado, provided this definition of an effective community college:

> It has a strong sense of purpose and is shaped by the economic and social needs of its service area. It is student centered, and its effectiveness is measured in terms of both student educational intent and goals achieved. It supports and strengthens the central processes of teaching and learning. Planning, problem-solving, and priority-setting are shared between administration and faculty, as is the vision of the college role in the community and society. Its leadership is proactive in forging ahead to set new institutional standards. Finally, the effective community college examines itself with a new emphasis on learning outcomes and results as well as processes and resources.

In California last year, Rancho Santiago College provided direction for the assessment movement by hosting a statewide workshop for trustees, faculty, and administrators on the theme, "Developing Criteria and Measures of Institutional Effectiveness." The workshop was the first in the nation to develop measures of institutional effectiveness based on the work of "teams" of trustees, faculty, and administrators. The premise of the participants' work was that a successful and effective community College is one which has systematically identified its goals and has demonstrated success towards achieving those goals. (See box on page 5 for a list of the criteria developed at the Rancho Santiago conference.)

What role should community college trustees play in the process of assessing their institution's effectiveness and in the larger issue of promoting campus reform?

Their role is, in three words: important, necessary, and essential.

The range of issues involved in institutional effectiveness—mission clarification, student achievement, teaching effectiveness, responding to changing demographics, etc. —are all issues that relate directly to the board's stewardship obligations and responsibilities.

The Institute for Educational Leadership conducted a major study on the issue of school reform and board leadership in 1986 and concluded that the success or failure of such efforts "rests squarely" with local boards. "Because school boards are charged by states and localities to make policy and govern local public education, their willingness and capacity to lead, in large measure will determine the long-range success or failure of school improvement efforts."

George Vaughan, the former president of Piedmont Virginia Community College and now the founding director of George Mason University's Center for Community College Education, says trustee involvement in assessing institutional effectiveness is "tremendously important." "While it is the president that establishes institutional climate, it is the board that provides support and encouragement necessary for the president and faculty to successfully accomplish their objectives. In this sense, trustees can make or break efforts to address reform issues."

Vaughan, whose book, *Community College Presidency*, is a best seller among college leaders, says that for trustees to truly have an impact on their institution they "must first understand and make an intellectual connection to the mission of the college and, second, become educated to the issues of the future. It is a cop out to say that the board's only role is to make policy."

Robert Jensen, chancellor of Rancho Santiago College in California and a leader in California's effort to define criteria and measures of community college effectiveness, believes strongly that trustees must be part of the process that establishes and evaluates such measures and criteria.

"Too often administrators and faculty work in their own groups, talking to themselves about trends, data, programs, and solutions without involving trustees in those initial discussions," Jensen said. "Board members in many cases can bring a perspective to these discussions that reflect a special understanding of the community needs our colleges must be prepared to respond to."

To be "effective," according to Webster, is to produce the desired effect. Naturally, the first step on the road to determining the effectiveness of your institution is to clearly identify the desired effect. Peter Ewell, of the National Center for Higher Education Management Studies of Boulder, Colorado, and a nationally known expert on student outcomes, says that "effectiveness is assessed through a comparison of results achieved to goals intended."

Using this approach, assessment could include the assessment of some less immediate and indirect effects of education, such as ensuring economic well-being and providing a well-educated voting citizenry. Others have expressed the opinion that institutional effectiveness is synonymous with student learning, a much more direct and singular perspective. However broad one's definition, the important lesson is that missions and goals must be clearly identified, as should the corresponding measurement criteria, more simply known as "the desired effects."

The approach a board takes for becoming involved in clarifying the college's mission and assessing the institution's effectiveness should be consistent with its campus governance traditions and evaluation practices.

At Miami-Dade Community College, leadership on educational issues comes from the professional staff, says President Robert McCabe. The board of trustees, however, serves as a catalyst for the college's educational leadership by identifying community needs and concerns. "Trustees interpret to the professionals at the college the conditions, changes, and requirements of the community. For example, trustees should be sensitive to changes in the nature of work or the community's expectations of our students and graduates and share that message with the college professionals."

Bill Stewart, chancellor of the State Center Community College District in Fresno, California, and recent winner of the ACCT Marie Y. Martin Chief Executive Officer Award, believes board members should be involved in the development of effectiveness criteria "early on" in the process. "The board needs to be brought into the picture long before the criteria or measures are cast in stone. This is not only smart politically for presidents, it makes good sense in terms of developing relevant and reasonable criteria."

Trustees, says Chancellor Jensen at Rancho Santiago College, are most effective in contributing to the advancement of the institution when they simply ask questions. "As a layperson, trustees often see things we professionals overlook. A trustee who raises questions and issues related to our mission and goals and our planning efforts, for example, can make a positive contribution by keeping the institution focused."

President McCabe calls this questioning part of the trustee's role of evaluation. "Trustees must ask, will this idea work? Has the president provided good data and a substantial rationale to support the proposal? Trustees need sufficient information to make an informed judgement."

Trustees across the country have the opportunity this year to involve their colleges in the process of evaluating and assessing institutional effectiveness by participating in ACCT's "Trustee Leadership for Institutional Excellence" project.

The project is designed to assist boards of trustees in supporting their colleges' process of reviewing the recommendations for institutional effectiveness developed by the AACJC-sponsored Commission on the Future of Community Colleges. The Commission's report, *Building Communities: A Vision for a New Century*, includes 63 recommendations for strengthening services and programs for students and communities served by America's community colleges.

ACCT President Dan Grady, a trustee of San Diego Community College District in California, introduced the new project to trustees attending ACCT's annual convention in Louisville, Kentucky. He told trustees that the need for community colleges to carefully assess their effectiveness in light of the national higher education reform movement required "trustees to be prepared to take leadership." According to Grady, "The challenge our colleges face of promoting excellence while at the same time providing accountability to important constituents demands trustee leadership, leadership that I believe can make a difference in this country's quest for education excellence."

The good news is that at most college campuses the institutional effectiveness assessment agenda is still being developed, is seeking leadership, and can be a very productive agenda for community colleges. This assessment activity, if properly led, can provide for improvement of community college programs, the documentation of effectiveness, and thus the renewed faith of our electorate, political leaders, students, and potential students.

Assessment of effectiveness should not be perceived, however, solely as an accountability exercise by which to maintain funding, public credibility, or enrollment. Educators are finding that planning and subsequent assessment are invaluable to creating an effective institution of learning, which, of course, is the "bottom line" for boards of trustees. The opportunity now exists for trustees to help lead their colleges toward that important goal, or as Dan Grady says, "to make a difference." ■

—by Ray Giles and Julie Slark

Conference on Developing Criteria for Institutional Effectiveness

In April of 1988, more than 100 trustees, faculty, and administrators from California community colleges attended a workshop hosted by Rancho Santiago College titled "Developing Criteria and Measures of Institutional Effectiveness." The conference was co-sponsored by the Academic Senate for California Community Colleges, California Association of Community Colleges, California Community College Trustees, Association of California Community College Administrators, and the Accrediting Commission for Community and Junior Colleges.

Participants were organized into small groups according to colleges and, using a "charette" approach, developed the criteria for effectiveness for each participating college from each college's mission and goals statements. Those lists of criteria were then combined into the following comprehensive list of 22 common criteria. While this list is not universally applicable to every institution, it does provide a guide for trustees when assessing their college's effectiveness.

Conference participants also developed measures by which a college could judge its success in addressing the various criteria. For example, measures for Criterion #8, "Students acquire skills necessary for employment" include 1) Skills gain demonstrated on pre-/post-tests, 2) Student self-assessment of skills gain, and 3) Employer assessment of student vocational skills.

Recently, Rancho Santiago College published a booklet based on the results of the workshop, including a complete list of the criteria and measures, speakers' comments, and special essays on institutional effectiveness and reform. To receive a copy, write the authors of this article at the college.

Because of the interest in the topic and the success of the first conference, a second will be hosted by Rancho Santiago College on April 27 and 28, 1989, in Southern California. It will again be sponsored by the consortium of leading statewide organizations. ■

Criteria for Institutional Effectiveness

General Education

1. Students acquire essential skills in oral and written communications, mathematical concepts, and critical thinking.
2. Students acquire knowledge of the humanities, arts, social sciences, and natural sciences.
3. Other: Students develop self-confidence, physical well-being, character, cultural literacy, aesthetics, interpretive skills, interdisciplinary understanding.

Transfer Education

4. Students satisfy both lower division and major prerequisites for transfer eligibility.
5. Transfer students transfer.
6. Students who transfer succeed at the transfer university.

Vocational Education

7. Vocational students get jobs and promotions.
8. Students acquire skills necessary for employment and upgrade of employment.
9. The college collaborates with community-based organizations, industry, and private business.

Basic Skills

10. Students acquire academic basic skills (e.g., reading, writing, math) to enable them to meet their educational goals.
11. Other: Students develop learning skills and learn how to profit from instruction.

Student Support Services

12. Student needs are identified.
13. Student support services are accessible to all students.
14. Students use services and learning resources.
15. Students grow in their ability to learn and plan.
16. Other: Students develop intellectual skills, social skills.

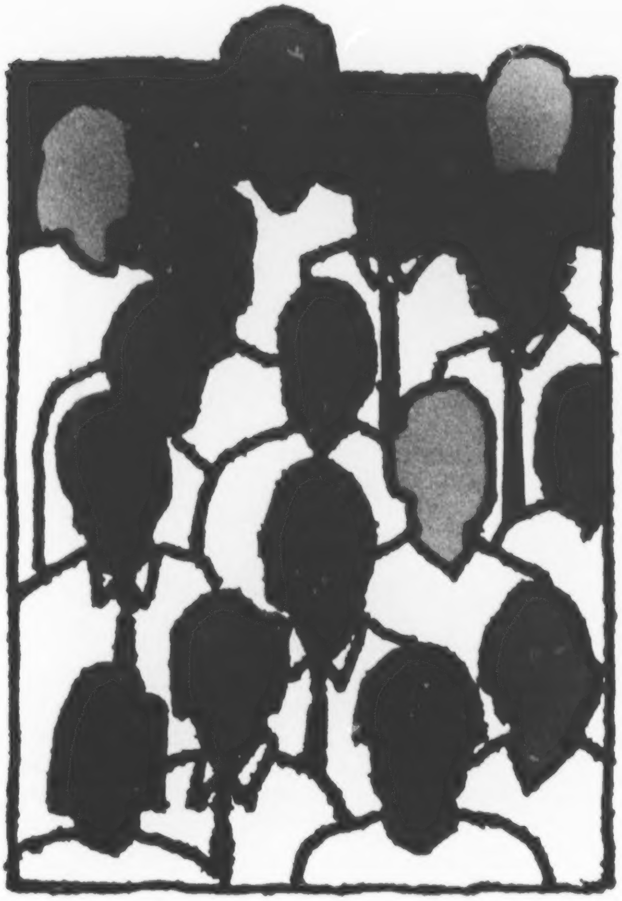
Community Needs and Involvement

17. College programs and services respond to community demographics.
18. The public uses college facilities and resources.
19. Other: College programs and services address contemporary issues, and offer lifelong learning.

Cultural Awareness

20. Campus programs reflect sensitivity to cultural awareness.
21. Students and community members take part in programs which promote cultural awareness.
22. Students and community members develop an awareness of their own values.

Trends Affecting Community Colleges:



Workforce 2000

A number of reports have been published in the past year with important implications for policymakers and employers. One of the most significant, *Workforce 2000: Work and Workers for the 21st Century*, addresses the problem of present and future basic skill needs. It commands attention because it represents new thinking at the highest levels and brings a new level of sophistication to notions about the problem. It speaks to planners in the corporate world, in labor, education, and in government and social service agencies across the country.

Workforce 2000 was commissioned by the U.S. Department of Labor from the Hudson Institute to help shape federal workplace policies and programs as the nation moves toward the next century. It is a rich source of information about jobs of the future and the increasingly higher levels of skills and education they will require. As such, it is the raw material of planning for those at every level who need to evaluate how they are positioned to meet what is coming. The report documents labor patterns and social trends that have been ongoing for decades. It serves notice that these trends are now converging and by the year 2000 will produce an America that is unrecognizable from one that existed only a few years ago.

Chief among the changes is the now familiar shift from manufacturing to service industries, which is already transforming the American economy and the experience of workers in fundamental ways. (Just ask any of the 11.5 million Americans who lost their jobs between 1979 and 1984, and the two million more who, according to various government agencies, are being laid off each year.) This shift, in tandem with others such as a workforce that is becoming older, more female, and more disadvantaged, and the trend toward jobs that will call for much higher skills, are among the forces creating a new social setting.

The new setting will render irrelevant the polices guiding today's economy and labor markets, which were designed in the '30s and '60s in response to the conditions of those decades—i.e., social security, welfare, unemployment insurance, trade adjustment assistance, and training programs, among others,

Take welfare. The present program was designed long before most women worked. Now that a majority of all women with young children work, it no longer seems cruel to require welfare mothers to do so. A new program therefore might well mandate work for all able-bodied welfare mothers except those with infants, backed up by training, day care, job counseling, and a job creation program.

Because long-range forecasts are uncertain, *Workforce 2000* provides alternative scenarios based on different rates of economic growth, but they have in common several key points about the U.S. economy and job market over the next 12 years and beyond.

The Economic Background. U.S. growth and world growth are tightly linked. The baseline or "surprise-free" scenario forecasts that the U.S. will grow at a rate of about 2.9 percent compared to 3.1 percent for the world as a whole. The developing nations at the threshold of industrialization will surge ahead.

Manufacturing and manufacturing jobs will decline as a share of the GNP. Where manufacturing produced some 30 percent of all goods and services in 1955, and 21 percent in 1985, its share will drop to less than 17 percent by the year 2000. Just as agriculture lost its central role in the American economy at the beginning of the century, so will manufacturing lose economic importance as the century draws to a close. The report cautions that "those who fail to recognize this inevitable trend—for example, states that try to capture new factories to boost their local economies—will be swimming upstream against a powerful tide. . ."

But the news isn't all bad. The downhill slide in manufacturing should not be interpreted as a decline in the American destiny, according to the report. On the contrary, it signifies an advancing stage of growth. Historically, economic development all over the world follows a predictable pattern in which agricultural production shifts to manufacturing and then to services. Indeed, the shift to services is a reliable barometer of the stage of industrial advancement that a country has achieved.

What's more, as the world economy prospers, so will ours. It will be in our own interest to help boost the economies of other countries and, as we do so, there will be new opportunities in our own future.

"The envy and anger that many in the U.S. feel toward Japan's success should not blind policymakers to the reality that as Japan (and every other nation of the world) grows richer, the U.S. will benefit—just as it is easier for a company to prosper in a rapidly growing market than to capture market share in a shrinking one. . . Most of the steps that must be taken to improve U.S. competitiveness have little to do with changing the behavior of the Japanese or Koreans."

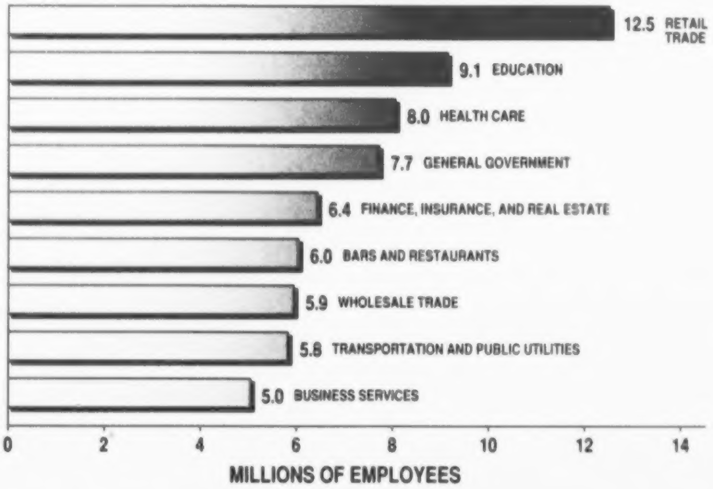
As manufacturing shrinks, a major key to the well-being of the U.S. will be improvement of productivity in the service industries. But the report warns that a serious gap is emerging between the advancing skills requirements of the new service economy and the poor skills of new entrants into the labor force. "It has been observed," it states, "that in the competition between the U.S. and Japan, the world's best educated lower half of the workforce is beating the world's best educated upper half." One of the things *we* must attend to, therefore, is substantial improvement in the education of large numbers of prospective workers. And this must, *Workforce 2000* stresses, be assigned a high place on the nation's agenda.

Just what are the service industries? Which occupations in them will grow most rapidly? And who will be comprising the new workforce?

The Service Industries. In essence, the service industries are those which do not produce goods. They create economic value without creating a tangible product, though some may add value to manufactured or other products by making them more available, as in transportation or retailing.

The nine largest U.S. industries, ranked in size according to the number of persons they employed in 1986, are shown in the following figure (*Workforce 2000*, p. 22).

The Nine Largest Service Industries (1986)



The Changing Job Mix. The list on page 7 indicates that many commonly-held assumptions are untrue—for example, that service industries are synonymous with "an information economy" or that service jobs are low quality jobs. The fact is that many of these services have nothing to do with information, and that many—in medical care, finance, and transportation, for instance—are capital and technology intensive. They require extensive knowledge and training, and they pay premium wages.

The Changing Occupational Structure, 1984–2000

Occupation	Current Jobs (000s)	New Jobs (000s)	Rate of Growth (Percentage)
Total	**105,008**	**25,952**	**25**
Service Occupations	16,059	5,957	37
Managerial and Management-Related	10,893	4,280	39
Marketing and Sales	10,656	4,150	39
Administrative Support	18,483	3,620	20
Technicians	3,146	1,389	44
Health Diagnosing and Treating Occupations	2,478	1,384	53
Teachers, Librarians, and Counselors	4,437	1,381	31
Mechanics, Installers, and Repairers	4,264	966	23
Transportation and Heavy Equipment Operators	4,604	752	16
Engineers, Architects, and Surveyors	1,447	600	41
Construction Trades	3,127	595	19
Natural, Computer, and Mathematical Scientists	647	442	68
Writers, Artists, Entertainers, and Athletes	1,092	425	39
Other Professionals and Paraprofessionals	825	355	43
Lawyers and Judges	457	326	71
Social, Recreational, and Religious Workers	759	235	31
Helpers and Laborers	4,168	205	5
Social Scientists	173	70	40
Precision Production Workers	2,790	61	2
Plant and System Workers	275	36	13
Blue Collar Supervisors	1,442	–6	0
Miners	175	–28	–16
Hand Workers, Assemblers, and Fabricators	2,604	–179	–7
Machine Setters, Operators, and Tenders	5,527	–448	–8
Agriculture, Forestry, and Fisheries	4,480	–538	–12

Source: Hudson Institute.

Workforce 2000 forecasts that the job prospects that will quickly outstrip opportunities in other fields are the professional and technical, managerial, sales, and service jobs. The fastest growing fields? Lawyers, scientists, and health professionals. The disappearing ones? Not surprisingly, machine workers and assemblers, miners, and farmers. The table, left, shows the changing occupational structure in more detail (*Workforce 2000*, p. 97).

Rising Educational and Skill Requirements. The fastest growing jobs show a striking trend toward higher educational requirements. Between now and the year 2000, for the first time in history a majority of all new jobs will require some postsecondary education. The median years of schooling required will be 13.5 compared to 12.8 for present-day workers. Almost a third of all jobs will be filled by college graduates. Today, only 22 percent of all occupations require a college degree. Indeed, many professions will call for nearly a decade of study following high school. And even the least skilled jobs will require a command of reading, computing, and thinking that was once necessary only for the professions.

Higher Language, Math, and Reasoning Skills Will Be Needed. Analysis shows that most jobs will require much higher levels of math, language, and reasoning ability. When these specific skill requirements are averaged, only 4 percent of the new jobs can be performed by persons at the lowest skill levels, compared to 9 percent today.

Low-Skill Jobs Are Declining. While the overall pattern of growth is weighted toward higher skilled occupations, very large numbers of new jobs will be created in some medium- to low-skilled fields. In fact, in absolute numbers the biggest job categories to be created will be service occupations, administrative support, and marketing and sales, which together will account for half of the net new jobs.

In the service category, the largest groups of workers will be cooks, nursing aides, waiters, and janitors. Among administrative support jobs, secretaries, clerks, and computer operators will predominate. In marketing and sales, most of the new slots will be for cashiers. With the exception of computer operators, most of these large categories require only modest levels of skills. But even for these jobs, which typically fall in the middle range of skills needed for present jobs, workers will be expected to read and understand directions, add and subtract, and speak and think clearly. In other words, jobs now in the middle of the skill distribution range will become the least skilled occupations of the future. For unskilled workers job opportunities will be very scarce.

The Looming Mismatch. The problem that looms becomes apparent when all of this is juxtaposed with the inadequate skills of the developing workforce. As it is, the low levels of basic skills among today's 21-25 year-olds, as found in the recent National Assessment of Educational Progress, are a matter for concern (as are the skill levels of much of the current workforce). This problem is compounded by the composition of the new entrants into the labor force, many of whom are disadvantaged and not well matched to the jobs the economy is creating.

Between now and the year 2000 the population and the workforce will grow more slowly than at any time since the 1930s. The average age of both will rise and the pool of young workers will shrink.

Minorities will comprise a larger share of the pool of new workers, making up 29 percent of the entrants into the labor force, twice their current share. Immigrants will represent the largest share of the increase for the first time since World War I. Some 600,000 legal and illegal immigrants are projected to enter the U.S. annually for the rest of the century. More women will be working as well. More than 60 percent of all women of working age are expected to have jobs by the year 2000, representing almost two-thirds of all new workers. (They will still be concentrated in jobs that pay less than men's jobs, but they will be rapidly entering many higher paying professional and technical fields.) Non-whites, women, and immigrants together will comprise more than five-sixths of the net additions to the workforce, though they make up only about half of the workforce today.

Changes in the job market will affect the different groups in different ways. Older workers who lose jobs will be hard-pressed to match previous salaries when they find new ones. While young whites may find their job prospects improving, for Black men and Hispanics the job market will be particularly difficult. In contrast to their rising share of the new entrants into the workforce, Black men will hold a declining fraction of all jobs if they simply retain their current share of the various occupations. Black women, however, will hold a rising portion of the new jobs, though this increase will be less than needed to offset their growing share of the workforce.

Among the various implications of the new national scenario is that with more single mothers and two-parent households at work, employers and government will need to reconcile the demands of the workplace and the family. Arrangements will be needed for part-time work, flexible hours, pregnancy leave for parents, and so forth. Daycare, like health care in the '70s, will claim a rising portion of national income. (Currently, only about 2,000 of the nation's six million employers provide daycare as a fringe benefit, though the evidence is that those who do have less turnover and absenteeism, and higher worker productivity, than those who don't.) Indeed, in the next decade and beyond, policies and patterns of child-rearing, taxation, pensions, hiring, compensation, and industrial structure will need to change to conform to the new realities.

Most pointed with regard to education is that if new efforts to employ minority workers are to succeed where others have failed, the entire public education system will need radical overhauling: "Traditional job training and employment programs by themselves are unlikely to have profound impacts on the success of minority youth. Unless the $127 billion public education system can somehow be better harnessed to serve minority youth, a $4 billion Job Training Partnership Act can make only a small dent in the problem."

The study sees employers having a new and more extensive role to play in the development of their workforces. It holds that they are among the most knowledgeable designers of cost-effective training programs and that "second chance" educational systems developed at the worksite are likely to play a key role. But it also calls for government-funded R & D programs aimed at improving the nation's productivity.

The concluding words of *Workforce 2000* are these:

"Promoting world growth, boosting service industry productivity, stimulating a more flexible workforce, providing for the needs of working families with children, bringing minorities into the workforce, and improving the educational preparation of workers are not the only items on the nation's agenda between now and the year 2000 but they are certainly among the most important. More critically, they are issues that will not go away by themselves. If nothing unusual is done. . .they are likely still to be with the nation at the beginning of the next century." The time to address them is now. ■

—BCEL Newsletter, Business Council for Effective Literacy, July, 1988

*(*Workforce 2000* is available for $4.50 from The Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402, 202-783-3238.)*

FINANCIAL AND BUSINESS POLICIES

The Fine Art of Passing a Bond Issue

By a record-breaking nine-to-one margin, voters in Santa Fe, New Mexico, last fall approved a $20.37 million bond issue referendum to finance future phases of campus construction at Santa Fe Community College, established in 1983.

The college's five-member governing board attributed the election's overwhelming success to a number of factors.

Perhaps the biggest selling point was that the tax rate did not increase. In scheduling the election, the board had insisted on developing a funding package that would maintain the same tax rate authorized for the initial phase of construction, recently completed. College officials devised a plan to sell the bonds over a five-year period in order to guarantee no increases in the current tax rate.

College officials also promised they would not return to voters requesting more money to complete campus construction. Officials explained that a positive vote in this election would guarantee completion of the college's long-range campus master plan over the next five years.

In developing strategies to win a positive vote, college officials focused primarily on soliciting student support. In the months before the election, voter registration drives were held on campus to sign up students to vote. A few weeks before the election, some 6,000 letters from the college president asking for a positive vote on election day were sent to students enrolled in the credit and noncredit instructional programs. During the three days before the election, staff members made last-minute personal appeals for support by visiting classrooms to remind students, their families, and friends to vote.

Efforts to inform the general public included radio spots featuring Santa Fe Community College board members, newspaper advertisements, personal visits to reporters and editors which resulted in positive coverage and editorials, and numerous presentations to area civic clubs and organizations.

The combination of the unique funding package and get-out-the-vote campaign was successful. New Mexico higher education officials agreed the margin of approval was the largest ever in the state's history for a higher education bond issue. The New Mexico Commission on Higher Education confirmed it also was the largest dollar amount in a single-issue college election to ever receive voter approval in New Mexico.

> **"We felt that the arguments for passing the referendum all made a lot of sense and that taxpayers would agree if it could be [illegible] to their [illegible]**

McHenry County College in Illinois was recently successful in winning approval for two referenda in one year, an operating tax increase referendum and a building bond referendum.

The board of trustees and administration had learned the hard way, from experience, when their first two attempts to pass the operating tax increase referendum failed. "It was a long haul," said college president Robert Bartlett. "We went to workshops put on by colleges who had been successful, but not all the tactics they suggested worked for us. We had to devise our own tactics by trial and error," he said.

Bartlett lists three common mistakes made by colleges who attempt to pass a referendum:

- The idea that a special campaign or strategy is not needed,
- Assuming that one particular tactic or approach will work,
- For their community, talking in terms of tax rates with lots of statistics and graphs. Individual taxpayers only wanted to know how much they would pay.

What paid off for them? Getting students of all ages to speak to the issues. Bartlett said, "We personalized the campaign for each community. Different brochures for each community featured students from that community. We also held town meetings within the college and got the support of both political parties in each precinct."

As board chair Michael McNerney said, "We felt that the arguments for passing the referendum all made a lot of sense and that taxpayers would agree if it could be brought to their attention. Taxpayers told me later that they did understand it, and it did make a lot of sense."

McNerney added, "If you can get the taxpayers to listen and understand, you have a chance." He feels that the faculty played an important role in the campaign, especially in getting community organizations behind it.

Bartlett added a note of caution, "During the campaign, if you say that certain programs will have to be cut, etc., if the referendum does not pass, then you must be prepared to make those cuts if it fails. Otherwise your credibility is lost. Never promise anything you cannot live with."

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Community Colleges Urged to Expand Consumer Programs Under New Initiative

As community college boards review existing policies and set new policies to ensure that their institutions are fulfilling the mission of serving the community, many will find of interest a recently-released study of consumer-related courses in community colleges.

Nearly three-fourths of the community colleges responding to the benchmark study offer some type of consumer-related courses in one of more than 81 different disciplines. Examples include programs on consumer rights and responsibilities; changing tax laws; housing, transportation, and energy issues; credit management and other financial planning issues; and health and other human service issues.

A "Consumer Economics" course, offered by Erie Community College in New York, teaches students to be wise consumers and avoid money mismanagement; to express wants and needs to marketers; to make price and quality comparisons; and to maintain lifetime control over financial affairs.

Reaching more than 75,000 people in the last 11 years, a "Consumer Education on Wheels" program offered by St. Louis Community College in Missouri, provides classes in a van equipped with audiovisual materials and consumer publications.

A "Consumer Law" course which uses videotapes on complaint handling, telemarketing, state laws on exercise clubs, energy issues, and home buying is offered by Sinclair Community College in Ohio.

In releasing the study, which was conducted for the American Association of Community and Junior Colleges (AACJC) in cooperation with the U.S. Office of Consumer Affairs (USOCA), the sponsors announced plans for a mini-grant program to spur community colleges to develop partnerships with business and industry groups to expand innovative consumer education courses.

A roundtable of education and business leaders will be convened to set guidelines for the mini-grant program. Study sponsors say the grants will help community colleges emerge as leading providers of valuable programs addressing a variety of consumer issues and serving local citizens including the elderly, unskilled, and poorly educated.

Consumer Education and the Work Force

Consumer programs and courses are key in equipping consumers with the skills necessary to survive in today's rapidly changing marketplace, according to the study. But these courses are also essential "in helping reverse what has been termed a 'crisis of competence' in the work force," said Virginia Knauer, USOCA Director and Special Advisor to the President for Consumer Affairs in the Reagan Administration.

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"We want to encourage programs which emphasize that various roles we all perform every day are interrelated—whether that role is consumer, wage earner, citizen, or family member. How well we do, or don't do, in one role governs our competence and productivity in other roles," Knauer said.

"For example, if a worker's finances are threatened at home, performance on the job is bound to suffer. We hear and read daily about businesses shouldering increasing costs for training a work force too often ill-equipped in the math, literacy, and logic and reasoning skills to perform basic functions as employees and consumers."

As a community resource for consumers of all ages, the two-year college is indispensable in teaching the skills crucial to both consumer and wage-earner roles, say the sponsors of the study.

"Productive consumers are a necessary ingredient in strengthening the position of America's work force in a global, competitive economy," said AACJC President Dale Parnell. "Community, technical, and junior colleges welcome the challenge to join business in expanding consumer education as a vital part of the collegiate process."

Changing Nature of Consumer Education

Education and business leaders, as well as parents and other decision makers, have not fully grasped the importance of educating students for their roles as consumers. Meanwhile, the diverse and dynamic marketplace has both intensified the need for consumer education, and broadened the topics it must address. Modern consumers face a vast and highly electronic marketplace with many opportunities, but there are risks as well. The uninformed consumer is vul-

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Improving High School/Community College Articulation

Improving articulation between secondary school systems and community colleges enables students to move smoothly from one to the other with many benefits to the student, the institutions, and the community. Boards of trustees and school boards often provide the impetus with joint resolutions endorsing articulation plans.

"With these programs everyone wins—the area high schools, the college, and especially the students and taxpayers," said James C. Catania, district director of Blackhawk Technical College in Wisconsin. "As we progress, more students will be able to take advantage of advanced standing to meet their education objectives with a minimum of duplication and extra expense."

To officials at the Wisconsin Department of Public Instruction, articulation programs have numerous advantages besides saving students time and money. By meshing the curricula from both high school and technical college any instructional voids are discovered and addressed. With the elimination of program duplication, room exists within the curricula to teach more advanced skills at both levels. With advanced skills being taught, these programs will attract more students at both levels due to the ease of credit transfer and the broader training opportunities available over a shorter length of time.

"I think these programs will give students who participate a head start, a sense of pride and responsibility," said Paula Radich, principal of Kelso High School in Washington, about their articulation agreement with Lower Columbia College (LCC). Working out the respective curricula took a lot of work and dedication on the part of both the high school and college faculty members, as well as a strong commitment from the two administrations and the two boards, according to LCC officials.

An articulation agreement between Crafton Hills College and Redlands High School in California was recently lauded by the San Bernardino Community College District's Board of Trustees when presented for approval. Joan Stoddard, dean of instruction at Crafton Hills College, said, "We hope to get students who may have no sense of direction to go beyond high school. The program can expand to encourage people, especially those who might be drifting, to get better training. It will encourage high school students to set goals for the future—something they may never have dreamed they would or could do."

Recent research by Arthur Southerland and Rex Leonard, Department of Educational Leadership and Research at the University of Southern Mississippi, along with George Edwards at Lord Fairfax Community College, Virginia, turned up several other benefits of improved articulation between high schools and community colleges.

- Interaction between the two types of institutions affords high school counselors and faculty an opportunity to become more knowledgeable, efficient, and effective in matters concerning student advisement.
- The resulting increased opportunities for community college recruiting can be beneficial to both the college and the high school.
- The articulation process encourages all who are involved to be student oriented, heightening sensitivity to student needs.
- A valuable byproduct of articulation endeavors can be the overall improvement of communication among educational institutions in all matters of mutual interest.

Barriers to improved articulation exist, cautions Southerland, because our fragmented educational system, along with separate governance structure, has promoted isolationism among individual school systems and community colleges.

Auto Technology Instructor Steve Byman looks on as a Kelso High School student works on a car at the Lower Columbia College shop. The Automotive Technology course is one of the advanced programs offered to Kelso High School students thanks to articulation agreements with the college.

They have often operated independently in developing their budgets and have formulated differing missions and conflicting philosophies, resulting in competition for the available state dollars. Lack of communication, lack of mutual trust, or at the least a tendency to wait for the other side to take the initiative, can hamper articulation efforts.

Southerland and his partners have identified several possibilities for assisting community colleges in the improvement of their articulation efforts.

> "With these programs everyone wins—the area high schools, the college, and especially the students and taxpayers."

- Since community colleges pride themselves on open access, articulation plans must include a thorough examination of all the potential barriers which may be encountered by high school students who anticipate attending a two-year college, including the cost differential between high school and college. Strategies must be identified for eliminating as many of these barriers as possible.
- It must be recognized that articulation is an attitude. This attitude must be personified by all members of the faculties, administrations, and boards of both institutions. The college must often take the initiative for the outreach, because indications are that high school personnel are frequently uncomfortable in making the first contact. This is where the community college boards and public school boards can provide the impetus.
- Among the first steps is for community college administrators to plan and schedule periodic meetings with high school administrators. Faculty members and counselors should be brought into the discussion at an early stage. College presidents and school superintendents will need to provide released time from regular duties in order for those individuals to be able to engage in meaningful discussions.
- In all interactions with high school personnel, individuals from the college should be careful to cultivate an atmosphere of collaboration rather than a mood of condescension. Meetings should take place at the high school as often as possible, rather than always expecting people to come to the college campus.
- A more comprehensive approach to articulation activities can be gained by the involvement of state level boards in sponsoring meetings, workshops, and seminars which focus on the benefits of articulation.
- Because of the very different environment a student will find himself in at the college, articulation planning must carry over into the orientation activities of the college.
- Hiring qualified high school faculty as adjunct instructors in the community college may serve as an additional linkage between the institutions. Likewise, teaching selected college courses in the high school for advanced secondary students can complement each institution's quest for excellence.

As Southerland says, "Our public schools and community colleges have numerous talented and creative professionals on their staffs. By setting high expectations, providing time and resources, and evaluating the outcomes, opportunities for achieving new levels of interinstitutional cooperation are waiting to be realized." ■

> [illegible] encourage high school students to set goals for the future—Something they may never have dreamed they would or could do."

LEGAL CONCERNS

Managing Risks for Governing Board Members

Fear of liability and litigation may keep even the best people from college governing boards, unless the institutions take steps to provide them with adequate protection. Of course, it's not a primary function of higher education to develop policies to protect board members, but at the same time, colleges cannot run well without such policies.

In "Protecting the Stewardship of Colleges and Universities," (*Journal of Higher Education Management*, Summer/Fall 1987), Hugh Thompson suggests reviewing three areas of policy and practice to better manage risks for governing board members: proper legal counsel, adequate and appropriate insurance, and legal awareness.

Active involvement of competent legal advisors—before, during, and after decision-making—can reduce fear of litigation. While good legal advice cannot always *prevent* litigation, it can minimize the potential for adverse results from legal actions against the college or board.

Competent insurance advice should also be available to board members. They should know specifically how they are, or are not, covered under existing college policies. They should understand the limits of existing policies and be acquainted with other types of insurance available to them on the market.

Finally, governing boards should be very familiar with federal, state, and local statutes dealing with disclosure of information.

Competent individuals, given good legal and insurance advice, and possessing an awareness of freedom of information laws, should feel confident in serving on college governing boards, according to Thompson. ■

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BY TERRY O'BANION

A quiet revolution has been developing in the community college that has dramatic implications for the community college of the future. Incrementally, and with little fanfare, community colleges have been redefining what "community to be served" means.

For the last eighty years the community to be served by a community college has been defined as a geographic area—the metropolitan center of a city, a single county, or several counties or parts of counties. These geographical areas have been sacrosanct territories, off limits to community colleges on the borders. State agencies often monitor these territories to insure that community colleges stay inside their assigned areas. Presidents and staff of neighboring colleges sometimes work out compacts to insure peace and cooperation.

In retrospect, it is surprising that these innovative, entrepreneurial colleges have stayed within their boundaries so long. The nature of the community college is to reach out and serve; and in the last decade a number have quietly expanded their services beyond their geographic areas and have quietly redefined their communities to be served.

There have been societal forces at work that encourage this expansion.

The Linking Technologies

Technology has been a boundary breaker. Television has made the world a global village. Satellites, computers, telephones, and telefax machines have made new communities possible. Cuyahoga Community College in Cleveland coordinates a statewide electronic communications network for Ohio community colleges. It also serves as a satellite link for teleconferencing activities for a consortium of Great Lakes states. Cuyahoga's community has grown beyond Cleveland, and its impact extends considerably beyond the service area it was originally established to serve.

The Business and Industry Connection

In the last decade the community college has developed a creative alliance with major companies to train and retrain workers. The major companies have branches across a region or across the nation, and when they work with an outstanding community college that delivers, they want that college to work with them regardless of the territory the college is legally designed to serve. Metropolitan Community College in Omaha, Nebraska, coordinates a special career development and retraining program designed for laid-off employees of Northwestern Bell. The project involves 42 postsecondary institutions in five states.

The New Federalism

Under the Reagan Administration, the responsibility to operate most programs and services from economic development to prisons was returned to the states. The states in turn have contracted with other agencies, including community colleges, to provide needed services. Lane Community College, Eugene, Oregon, coordinates a statewide project for the Small Business Administration that involves Oregon community colleges and several state universities. Greenville Technical College in Greenville, South Carolina, coordinates a grant from the U.S. Department of Commerce to introduce South Carolina business and industry to international markets. Both of these colleges are serving their states in ways that could not have been imagined fifteen years ago.

The International Dimension

Hundreds of community colleges regularly send faculty and students to foreign countries and encourage exchanges. Several community colleges play major leadership roles in coordinating consortia committed to international education. A few community colleges have established educational centers in other countries for their students and students from other community colleges. In the early 1980s, the League for Innovation in the Community College coordinated an international project with the Republic of Mexico to train over 250 students from Mexico in League colleges. The opportunity to develop programs in international education has had tremendous impact in helping community colleges extend their programs beyond their districts.

Professional Development

Some community colleges have the resources to provide state and national leadership for professional development for their colleagues, and this service extends their reach beyond their legal "community to be served." De Anza Col-

Terry O'Banion is the Executive Director of the League for Innovation in the Community College, a member of the AACJC Futures Commission, co-director with John Roueche of the W.K. Kellogg Leadership Project, and a Distinguished Visiting Professor at The University of Texas at Austin.

lege, Cupertino, California, is sponsoring in the spring of 1989, a national teleconference on aging with Claude Pepper and other nationally known advocates of the aging as participants.

Johnson County Community College provided leadership to develop a national statement for student personnel workers in community colleges and sponsored a national conference to bring these professionals together from across the nation. The Board of Trustees at JCCC has approved a significant addition to the college's mission statement. While retaining a focus on serving its geographic region, JCCC will also provide "support and leadership to various local, state, and national organizations to assist in the promotion and development of the community college movement."

Community colleges will probably always be local institutions, grounded in the culture and reflecting the challenges and opportunities of a specific geographic region. But more and more, community colleges will become state and regional institutions providing leadership for a number of community colleges and other social agencies through their special programs. A few community colleges will become national institutions, much in the same way a major state university serves a specific state but also because of the quality of its programs and leadership, serves the nation. A handful of world class community colleges will extend their reach beyond the nation to provide services to other countries.

This quiet revolution is redefining one aspect of "community" in the community college. As community colleges come of age and develop a vision for a new century, they will continue to reach out beyond their current "community to be served." In the coming decade, the quiet revolution will explode, releasing new energy and innovations in this ever-evolving American social invention. ■

"Commentary" is a regular feature of the Trustee Quarterly *in which noted observers of the community colleges share their special perspective on issues of importance to lay education board members.*

COMMUNITY RELATIONS

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nerable to fraud, unwise investments—even financial disaster.

"The old view of consumer education as just home economics and balancing your checkbook is gone forever," said Robert J. Kopecky, president of Educational Administrative Services, Inc., and one of the study's researchers. "Consumer education today means learning and developing all the personal and professional skills necessary to understand, function, cope, and survive in an emerging global marketplace—one that is moving swiftly towards the dawn of the 21st century."

Consumer Education's "Orphan" Status

The finding that consumer education courses are taught under 81 different diciplines or departments suggests an "orphan" status—no one really owns or is accountable for their content. The study recommends that these courses be placed under a single department and become part of the required course of study for every student.

Study respondents also suggested developing a core curriculum to add cohesiveness and consistency to consumer education programs throughout the community college system. In addition, courses should be expanded to address more of the issues facing today's consumer, such as changing tax laws, reverse mortgages, and electronic banking.

Other findings and recommendations include:

- About half of all community colleges have satellite downlink capability, while 44 percent access satellite networks. The use of these information/media networks should be expanded.
- The ability of students to transfer credits earned for consumer courses from community colleges to four-year colleges and universities must be improved.
- Opportunities for internships with local businesses or consumer agencies as part of consumer coursework are not prevalent, and should be encouraged.
- Less than half the respondents indicated that their teaching resources were adequate. Suggestions for new materials included individual computerized instructional modules, interactive video, and videotaped courses and programs.
- Partnerships in the consumer arena should be formed between community colleges and businesses to enhance work force productivity.
- Only 25 percent of the respondents indicated that their institution provides consumer-related courses to adults through partnerships with other organizations. However, respondents did indicate considerable use of various community organizations to assist classroom or community outreach efforts under less formal arrangements. ■

Keeping America Working Videotape Available

The Keeping America Working Project (KAW), led by a task force of distinguished Americans, was organized by AACJC and ACCT. The project is devoted to helping leaders of the nation's businesses, industries, labor unions, and governments understand that our community, technical, and junior colleges are ready to serve their economic and human resource development needs.

In conjunction with this effort, the KAW Project has produced a distinctive, up-beat, thirty-minute video aimed at promoting collaboration between community colleges, high schools, local businesses and governments, and private industry. Drawing upon the experiences of participating colleges, the video is produced in five distinct segments allowing a college or business to insert a customized message into the videotape program.

The "Keeping America Working Through Partnerships" videotape is available for **$130.50 for ¾ inch format, or $93.50 for VHS (prices include shipping costs), from AACJC Publications, (703) 823-6966.** ■

FINANCIAL AND BUSINESS POLICIES

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"An additional benefit of the campaign," said Bartlett, "is that the district is now educated as never before about the college and it is paying off in many ways."

In early 1988, Imperial Valley College became the only California community college to ever pass a general obligation bond, which was first allowed in 1984, under Proposition 46. California community colleges cannot ask for tax override referenda.

The board had discussed the need for a general obligation bond and decided to attempt it. College president John A. De Paoli chaired the bond campaign and, as he said, "We conducted a political campaign—with all the same techniques and strategy of a political campaign—without the graft."

A bond publicity committee was formed of people from both the college and the community, radio, television, and newspaper ads were taken out, signs and billboards were put up, and buttons, pictures, and thousands of handouts in Spanish and English (the district is over two-thirds Hispanic) were distributed.

The college relied heavily on students and parents in their publicity efforts. They managed to overcome many obstacles including: a county unemployment rate averaging 30 percent, a large Hispanic population with a low number of voters and a language barrier, the stock market crash nine days before the election, the failure of the fall melon crop, inexperience in administering such a campaign, and a small publicity budget ($4,500).

De Paoli said, "We concentrated our campaign on the month before the election and even survived the arrival of tax bills one day before the election and rain on election day!" ■

CALENDAR

Trustee Education Opportunities

April–June, 1989

April

1
AACJC Convention
Washington, DC

2–5
American Association for Higher Education Convention
Chicago, IL

10–11
Pennsylvania Federation of Community College Trustees
Harrisburg, PA

13–15
ACCT Pacific Region Seminar
Scottsdale, AZ

14–16
Oregon Community College Association
Salem, OR

27–29
ACCT Western Region Seminar
Galveston, TX

May

4–6
ACCT Northeast Region Seminar
Hartford, CT

8–10
North Carolina Association of Community College Trustees, Raleigh, NC

18–20
Trustees Association for Community Colleges of Washington State
Silverdale, WA

19–21
California Community College Trustees
Monterey, CA

June

1–3
ACCT Southern Region Seminar
Charleston, SC

9–10
Illinois Community College Trustees Association, Springfield, IL

11–14
League for Innovation Leadership Conference, San Fancisco, CA

22–24
ACCT Central Region Seminar
St. Louis, MO

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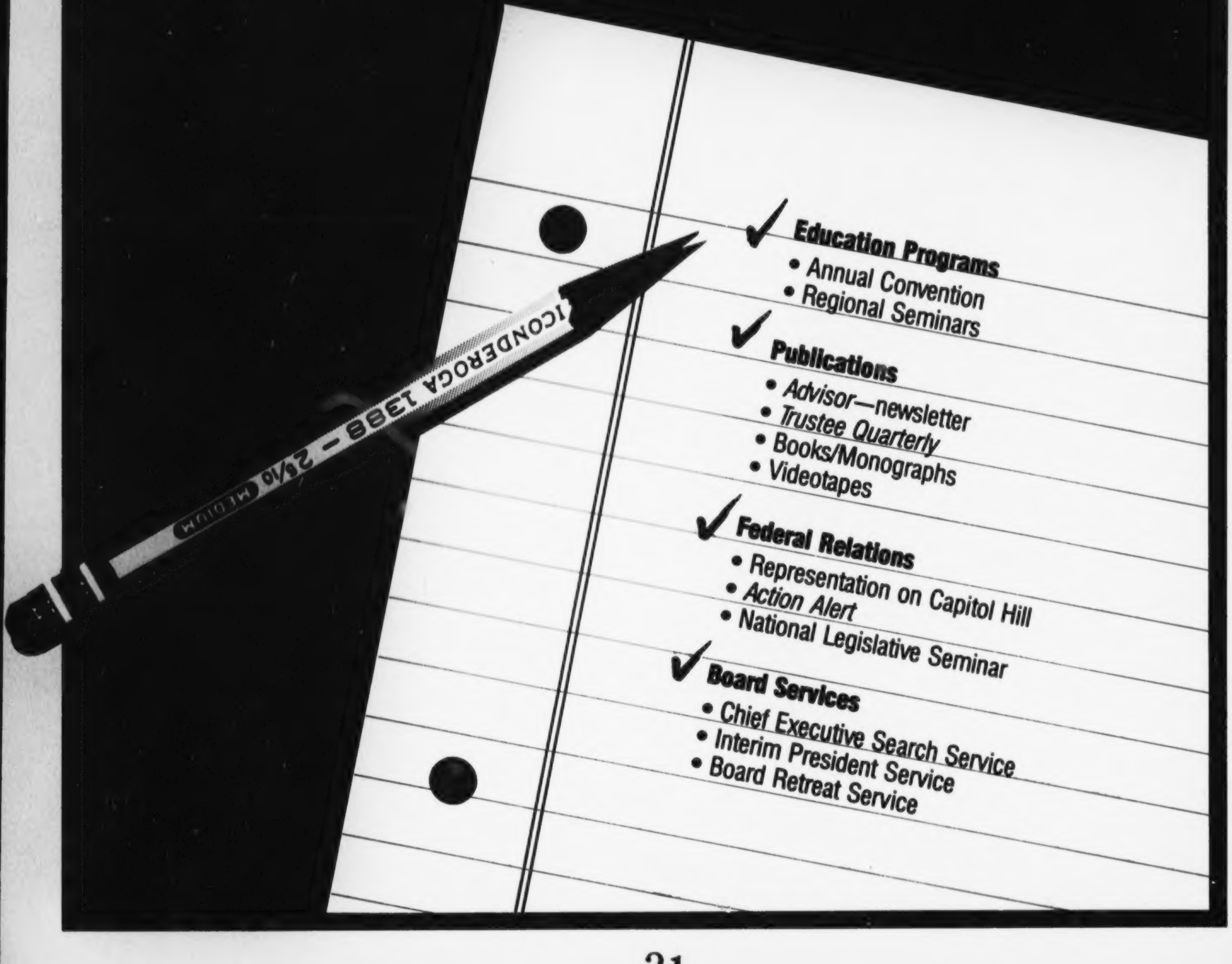

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SUMMER 1989

TRUSTEE QUARTERLY

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Maintaining an Ethical Balance

When it comes to ethics, community college trustees have to be like Caesar's wife: beyond reproach.

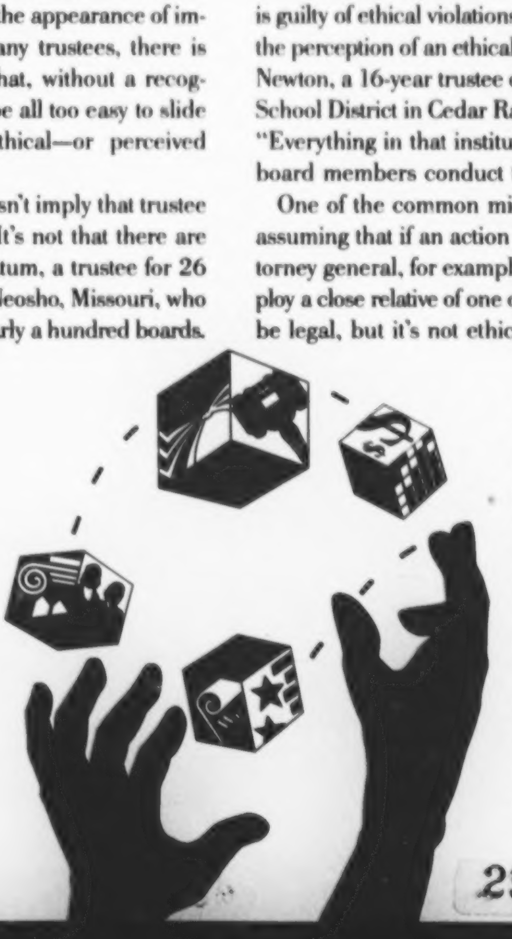
Because of their public trust, board members must avoid even the appearance of impropriety. Among many trustees, there is increasing concern that, without a recognized, shared system of ethics, it might be all too easy to slide down the slippery slope toward unethical—or perceived unethical—behavior.

The growing concern about ethics doesn't imply that trustee behavior suddenly has become fishy. "It's not that there are more transgressions," explains James Tatum, a trustee for 26 years of Crowder Community College in Neosho, Missouri, who has worked as an ACCT facilitator with nearly a hundred boards. "We're tending to talk about [ethics] more, because of Wall Street, Congress, and business" scandals involving legal and ethical malfeasance. Those glaringly public situations are a boon in one sense, he says, because they have forced other public leaders to face the issue.

"Society lacks models of simple, straightforward dealing," says William Welch, a minister and executive director of the Center for Ethics and Urban Policy in Seattle. He says boards can provide such a model: the very term "trustee" implies an honored history and a fiduciary responsibility to the community.

Through ignorance, carelessness, ego, or greed, however, some boards fall short of the model mark. Whether a board is guilty of ethical violations or merely inadvertently has created the perception of an ethical problem doesn't matter, says Wayne Newton, a 16-year trustee of the Kirkwood Community College School District in Cedar Rapids, Iowa, and a board consultant. "Everything in that institution will be affected by the way the board members conduct themselves."

One of the common mistakes people make, says Tatum, is assuming that if an action is legal, it also is ethical. A state attorney general, for example, might rule that a college may employ a close relative of one of its trustees. That, says Tatum, might be legal, but it's not ethical.



The emphasis on whether a decision is legal skirts the issue, he says. For one thing, the fifty states have different laws, and what is considered legal in one state might not be in another. Because of the trustees' role as a catalyst for change and a model of community values, he says, "our obligation is to move to a higher system of standards."

By its broadest definition, ethics can include every decision that we make. Tatum says ethical decision-making requires that trustees ask themselves: What do I do or not do, and why? "There is usually more than one decision that could be ethical," he notes, "but there are higher ethical planes. Most of our discussions focus on misconduct and improprieties. However, an equally important dimension of ethics focuses on positive actions—doing the right thing, producing good, helping and caring—rather than focusing on avoiding wrongdoing."

For community college trustees and administrators, these decisions tend to concern key issues such as the following:

Conflict of interest. Many trustees say potential conflict of interest is the most common ethical problem with which they contend. That's not surprising, since many trustees are local businesspeople and may have affiliations with other public or private organizations that could do business with the community college.

Through ignorance, carelessness, ego, or greed, however, some boards fall short of the model mark.

When boards do business with board members' own firms or with relatives, friends, neighbors, or business contacts, they can create the impression of a fixed deal that may not be in the best interests of the college or the taxpaying public. The best way to avoid even the appearance of a conflict is for trustees to adhere to the principle that they will not bid on work for the college. But that might mean that both the individual trustee and the college would be penalized financially, if, say, the trustee owned the only office supply concern in a rural area. As a general rule, says Jackson (Mich.) Community College trustee George Potter, a college shouldn't even get involved with that business, unless it's the lowest bidder.

Disallowing the college to do business with friends and neighbors of trustees may be impossible and may not be in the best interest of the college, says Potter, an attorney, board consultant, and author of ACCT's *Trusteeship: Handbook for Community and Technical College Trustees.* "Friends or neighbors of trustees may be the lowest bidders and the most qualified, but the fact of doing business with them must have nothing to do with their relationship to trustees, only with what is best for the college," Potter said.

Conflict of interest involves more than financial matters; it may arise over multiple responsibilities. Recently, for example, Clark State Community College in Springfield, Ohio, faced a dilemma: Two newly appointed trustees also were on the board of a local library association from which the college hoped to purchase a building. The situation prompted discussions within and between each of the boards. The solution, everyone agreed, was that the two trustees would not be involved in any discussions about the purchase of the building.

Perhaps the most troubling conflict is nepotism— "always a bugaboo," according to Newton. As a consultant to boards of trustees, he says he advises boards never to hire a relative. "There can be no exceptions, because at some point, someone is embarrassed by it. As a trustee, you're assuming a liability you ought not to." If an employee related to a board member is good, other employees may resent the person's competence or perceived good fortune as a result of an inside favor. If the employee turns out to be a disaster, the trustee is in a doubly awkward position. Even if hiring a relative is legal in your state, says Tatum, it is unethical because the mere presence of a board member whose relative is being considered for employment creates "a degree of intimidation" for college administrators and fellow trustees. As an even more extreme example of conflict of interest, board observers can recall trustees who sought to be employed by their college district.

Hiring friends, neighbors, or local customers or clients is somewhat more acceptable. Newton advises that trustees should feel free to reveal information about a job candidate that might help administrators decide, but that the trustees should not assume direct or indirect responsibility for a hiring decision until the administration makes a recommendation.

The way many potential conflict-of-interest situations are handled is simply that trustees with personal interests in the decision abstain from voting. However, abstaining from voting can be unethical, says Tatum, when a trustee wants to avoid making a decision, or when an abstention allows a trustee to adhere to the letter, but not the spirit, of ethics laws.

Abstaining might not be ethically acceptable, however. In the case of trustees on two boards with interests in the same business venture, "it was not enough to abstain from voting," says Albert Salerno, president of Clark Community College. "The trustees had to excuse themselves completely from discussions. From the boards' perspective, he says, "the concern was not only for the institutions, but to protect the trustees" from potential allegations of conflict of interest.

Misuse of funds. Most trustees are aware of instances in which community college money is spent inappropriately on travel or entertainment. One example: Trustees who "attend" educational conferences and make only a token appearance, preferring to treat the publicly-paid-for trip as a vacation.

Trustees experienced in dealing with ethical questions caution that careless expense accounts and record keeping also can mean trouble. In states that prohibit spending public money to pay for alcoholic beverages, even a small expense such as charging a round of drinks to the board's credit card while on official business could come back to haunt you. "It's not worth it," says Newton. "You can't defend yourself when the state or a private auditor" queries the charge.

Some violations, of course, are viewed as more serious than others. A few years ago, a trustee on one community college board was forced to resign because he "double-dipped" on expenses, recouping for the same expenses from more than one source. In another instance, a college president lost his job over a discrepancy involving travel expenses for his wife.

Surprising the board. In George Potter's view, probably the most frequent ethics violation is disregarding the no-surprise rule. "Too many trustees will raise an issue at a board meeting, instead of going to the president first or getting the issue on the agenda. They play 'I gotcha.' " Grandstanding undermines the serious work of the board and often can lead to unproductive schisms.

Failure to fulfill responsibilities. Discussions of board ethics tend to focus on the big, obvious issues, but often it's neglect of the day-to-day responsibilities that constitutes ethical violations. Preparing adequately for board meetings, attending meetings, on time, and basing decisions on the needs and values of the college, rather than the board's or trustee's personal agendas, are basic, important responsibilities that can be overlooked.

Meddling in administration. Not long after he became chancellor of the Maricopa County Community College District in Phoenix, Arizona, Paul Elsner resigned because of "end runs" by longtime board members who were accustomed to trying to be administrators as well as trustees. Within a few weeks, though, Elsner agreed to return to take the helm again, on the condition that the board would not meddle in administration and would begin a process of developing, with the faculty and staff, an ethical framework for decision making.

The Maricopa board and its top administrator fortunately found a way to work out an ethical solution to an unethical and intolerable situation. But Elsner cautions that, for administrators, the cost of protesting interference can be high. "It's not a leveraging situation," he says. "If you go out on a matter of principle, plan to stay out—it's a one-way path." Trustees should consider the very real possibility that they will lose a good leader if they persist in crossing the line into administration.

Representing special interests. A growing phenomenon which has caused concern is trustees who are elected or appointed to a community college board mainly because of strong support from a special interest group such as an employee union. The concern is that these trustees, rather than making decisions that best serve the public, act as spokespersons for the special interest and consistently vote according to what is best for the group that helped them get elected or appointed. Such misplaced loyalties from members of the management team "is perhaps the most unethical behavior of all," says George Potter. Of course maintaining ties to a union or other interest group does not necessarily imply that a trustee won't vote in the public interest; it merely allows for the perception that that could be the case.

Revealing confidential information. Another concern is that information from confidential discussions, such as closed sessions on personnel matters, may be leaked to an outside group. In some instances, trustees may be well-meaning, but in general, notes Potter, discussing confidential information with outside groups or the press only undermines the board.

Although strong sanctions are indeed rare, ethical violations by trustees have resulted in civil or criminal charges. What's more common is damage to the trustee's, the board's, and the college's reputation. In one case, a college was placed on probation by its accrediting commission because of serious ethical problems with the president and the board.

Most boards, of course, would prefer never to have to face the issue of sanctions. One way to avoid them, says Tatum, is for the board chair "to privately visit with people who have problems. If the board chair has violated ethical standards, the role falls to another member of the board who should speak with the errant board chair or work with the president on the problem."

The lack of clear, universal guidelines for how to be an ethical trustee has led some trustees to call for boards to adopt a code of ethics. One such advocate is Lois Carson of the San Bernardino (Calif.) Community College District: "We act on assumptions that because we're in this position, we know how to act. But unless [trustees] have some guiding principles, when the pressure is on, in the absence of checks, we sometimes can loosen our standards."

Ethicist William Welch advises that boards have a code of ethics and revise it annually. But most important, he says, is not whether you have a code of ethics, but whether it's a functional part of board meetings. Crafting your own list of ethical standards is key, say other board observers such as Tatum: "Codes of ethics have much greater meaning if they've been worked through and people have bought into them and have made them their own." A case in point: A decade ago, the board for the nine Maricopa County Community Colleges created a code of ethics and responsibilities. Although reviewed periodically, the original code specifying trustees' legal powers and duties, ethical responsibilities, and procedural responsibilities remains intact. (See box on page 5 for "Ethical Responsibilities" from the Maricopa County Community College District Code of Ethics and Responsibilities.)

Education, especially of new trustees, may be the best way to create firm ethical foundations for board decisions, say many experienced trustees. "We assume by osmosis, those one or two new trustees would know all the rules and procedures," observes Newton.

Many boards successfully use retreats to put ethical questions on the table. In addition, retreats can provide time away from regular meetings and routines during which trustees can get to know each other better. "The more you know about each other, the easier it is to understand why decisions are made," notes Newton. During retreat sessions, boards often use a consultant or facilitator to direct discussions, ask the tough questions, and provide an objective assessment of ethical issues the board might need to work on.

Perhaps the greatest ethical influence in Lois Carson's experience as a trustee has come from serving as a member of the Western Association of Schools and Colleges, an accrediting commission. As part of the self-accrediting process in which boards have to document their school's accomplishments and problems, "you find yourself looking at your own board in a more critical light," she explains. "Every trustee ought to be involved" in that self-assessing process.

At some community colleges, ethics plays an encompassing role. Maricopa County, for example, focuses on ethics through honors courses, special seminars, and regular management retreats and breakfasts, and employee evaluations are based in part on ethical considerations. The subject of ethics and moral leadership "pervades the whole educational process," says Elsner.

"Occasionally, you have a chance to establish a moral claim," says Elsner, referring to his resignation on principle. "But those are very rare opportunities. It's the basic day-to-day behavior in which most ethical decisions are made."

For many trustees, ethical decision making insists on examining issues in a different light. "We need to ask, 'How does integrity rear its head?' We need to check our decisions against a set of values, principles if you will, which have been agreed upon such as honesty, promise keeping, caring for others, and pursuit of excellence," says Tatum.

Ethicist Welch suggests using a framework in which a decision is considered from a number of angles—utilitarian, egalitarian, legalistic, ideal/moral, and developmental. "If a decision isn't right all the way through," he says, "it's not right."

In the end, however, ethical decisions, say Welch and others, often come down to gut feelings and something like the Golden Rule. The main issue, says Tatum: "How do I demonstrate caring for other people?"

—Kathleen McCormick ■

MARICOPA COUNTY COMMUNITY COLLEGE DISTRICT

Ethical Responsibilities

The Governing Board shall:

1. **Recognize that its primary duty is to represent the entire community while realizing a need may arise to advocate particular needs of the constituents of his/her precinct—**
2. **Accept the concept that each Board member is only one member of an educational team—**
3. **Assure the opportunity for high quality education for every student, within the fiscal limitations of the District—**
4. **Take official actions only in public sessions—**
5. **Maintain confidentiality of privileged information—**
6. **Recognize that the strength and effectiveness of the Board is as a Board, not as a group of individuals—**
7. **Delegate authority to the Chancellor as the Board executive and confine Board action to policy determination, planning, overall approval and evaluation, and maintaining the fiscal stability of the District.**
8. **Employ competent, trained personnel—**
9. **Insure an atmosphere in which controversial issues can be presented fairly and in which the dignity of each individual is maintained—**
10. **Respect the Office and in no way misuse the power inherent in the Office.**

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Stepping Up Substance Abuse Prevention

After nearly a decade of counseling teens involved in alcohol and drug abuse, Virginia Martin says the biggest lesson she learned is this: You've got to reach parents and adults, and create a network of support for troubled youths. "We can train the kids," she says, "but if we send them home to the same dysfunctional families, it won't work."

Martin is following up on that conviction at Greenwood Technical College in South Carolina as director of an innovative new program aimed at curbing drug use by enlisting parents andother adults in the fight. Funded by a two-year federal grant of $156,000, the project—called Operation VISION—is designed to provide a consistent message in the community that use of illegal drugs is a dangerous problem that can be prevented through concerted efforts. Beginning in June, groups of local adults will undergo 20 hours of training to help them strengthen their effectiveness in steering others away from drugs. Participants

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are expected, in turn, to share that knowledge through drug-prevention seminars at local schools, churches, and community groups. Project officials say that if each of the 1,000 adults who undergo the training influences only nine other people, including children, relatives, and friends, a total of 10,000 would be reached.

Until recently, community colleges were largely removed from stepped-up efforts at campuses across the country to stem rising rates of alcohol and drug use among students. Administrators say the problem has been limited at public two-year colleges mainly because the students are generally commuters who spend most of their time away from the campus. "We don't have the drug problem that resident schools have," notes Clint Cooper, district dean of students at Miami-Dade Community College in Florida.

But community college leaders agree that heightened concern about substance abuse at all levels of society is bringing the problem closer to home.

As a result, many public two-year colleges are grappling to rewrite their often sketchy policies on the use of alcohol and illegal drugs. And a variety of education, prevention, and treatment programs are sprouting at campuses across the country.

So far, the response shows a patchwork of approaches. College officials say the lack of consistency underscores what counselors and researchers have known for years: that there are no proven answers.

According to some administrators, developing appropriate drug-prevention measures is often difficult because there is a lack of model programs and other reliable information. A recent U.S. Department of Education survey, for example, found that while two-thirds of colleges and universities have some sort of drug policy, few have even systematically investigated the extent of use on their own campuses.

"Many schools think they have a pretty good [drug education] program," Cooper says, "but a lot of the efforts lack good survey information—about the specificity of the problem and what the response should be."

Until recently, community colleges were largely removed from stepped-up efforts at campuses across the country to stem rising rates of alcohol and drug use among students.

He adds that Miami-Dade, which enrolls more than 40,000 students on four campuses, is collaborating with four other colleges in southern Florida to apply for a special consortium grant from the Department of Education that would fund a survey of substance-abuse attitudes and practices among their students.

Two years ago, a group of administrators organized the Network of Colleges and Universities Committed to the Elimination of Drug and Alcohol Abuse to share information about drug and alcohol programs. About 750 schools have joined the network.

Martin notes: "It's going to take years to know what in prevention works, so we have to try different approaches."

Indeed, many of the efforts now under way have been pieced together from a combination of policy recommendations, local resources, and the talent and ideas of those experienced in substance-abuse counseling and treatment.

Peer-counseling programs are popular. So are seminars featuring speakers such as law-enforcement officials who explain the legal aspects of substance abuse and medical personnel who describe the pharmacology of alcohol and drugs, the addiction process, and fetal alcohol syndrome. Also cited often are targeted student support groups modeled on Alcoholics Anonymous, Narcotics Anonymous, and Children of Alcoholics.

Much of the impetus for action has come from state and federal mandates.

California, for example, has a statewide policy that forbids all use and possession of alcohol and illegal drugs on campuses and at college-sponsored activities; even appearing intoxicated in public can subject a student to the chance of being suspended, according to one community college official.

In April, the New Jersey Board of Higher Education adopted anti-drug guidelines for the state's schools. Among its recommendations, the board indicated that the governing body of every college and university in the state should develop "a comprehensive set of policies . . . procedures and rules that detail a statement of student and employee rights and responsibilities," including "reasonable sanctions and disciplinary procedures" for behavior involving substance abuse.

At the federal level, the Drug-Free Schools and Communities Act of 1985 provided for assistance to colleges and universities in implementing drug education and prevention programs. Grants are administered by the U.S. Department of Education's Fund for the Improvement of Postsecondary Education (FIPSE).

More than two dozen community colleges have received FIPSE grants. The average award is about $100,000.

According to program officer Donald Fischer, the two-year grants are meant to support anti-drug projects that incorporate three key elements: (1) They should be comprehensive and institution-wide; (2) should be "pro-active" in stressing early intervention and prevention to keep drug and alcohol abuse problems from occurring and escalating; and (3) should encourage collaboration with the local community.

Blackfeet Community College in Browning, Montana, is using a $112,000 FIPSE grant to institute a center for drug and alcohol education and provide one-on-one counseling services and several support groups. Mike Hill, director of adult education, says he put together the grant proposal in response to a recent task force of community and Indian leaders dedicated to curbing historically high rates of alcoholism, and increasing drug use, on the Blackfeet reservation. Officials of the college "felt we should be doing something ourselves," Hill says.

Hill, like other administrators, says his school's interest in developing a more thorough drug-prevention program also was triggered in part by the knowledge that colleges would have to meet federal mandates of the recently enacted Drug-Free Workplace Act of 1988. "We had a scant [substance-abuse] policy in place," he notes, "and we have known for some time that we would have to formulate a more comprehensive policy."

Under regulations that went into effect on March 18, all recipients of federal grants must certify that they have adopted measures to ensure an environment free of drug possession, distribution, and use by employees.

Institutions are expected to have in place a formal drug-awareness program that clearly spells out substance-use policies, penalties for violations, and the availability of counseling and referral services. Failure to comply with the rules could result in penalties and jeopardize future eligibility for federal funds.

When the federal government announced plans to devise drug-free workplace regulations, school officials feared such a plan might require random drug testing. Those fears didn't materialize, and policies requiring drug testing of staff and students are the exception rather than the rule at the nation's colleges and universities.

One exception is Barton County Community College in Great Bend, Kansas, a rural school serving 6,000 students. A drug policy that includes provisions for random testing of students was adopted two years ago at the initiative of the board of trustees, according to President Jimmie Downing. He says the board's intent was to preseve the integrity of the scholarship program—to ensure that the purchase and use of drugs by students wasn't being publicly subsidized.

All Barton students who receive financial aid must sign, along with their parents, a consent form indicating they are aware of the school's anti-drug policy and could become subject to drug testing. "There's still a gray area in terms of whether you can test individuals," Downing notes. As a result, the policy provides for testing of certain groups of students if there is reason to suspect individual incidents of drug use. In practice, he explains, that means all students on track or basketball or music scholarships, for example, might be required to undergo testing as a group.

What happens if a student tests positively for drugs? He or she would be required to undergo drug rehabilitation, with counseling provided both by the college and in cooperation with relevant agencies in the community. There are provisions for punitive measures after repeat violations.

In the two years that the policy has been in place, Downing estimates that only a handful of students among the schools' several hundred scholarship recipients have undergone rigorous testing and treatment.

Apart from the drug-testing measures, Barton incorporates education about drug use and prevention into orientation sessions for all incoming students. Downing says the need for a more comprehensive program has been limited so far: "Although we have some drug use going on, it's not as prevalent as in metropolitan areas." Efforts have been funded solely by the college.

Apart from the legal requirements that are giving rise to new drug-prevention initiatives on campus, Robert Atwell, president of the American Council on Education, recognizes another kind of mandate—one that's especially appropriate to the overall service mission of publicly funded colleges and universities. "As educators," he points out, "we have an obligation to help eradicate substance abuse on our campuses and beyond."

Atwell raises another major concern: the growing specter of legal liability. The issue, he notes, requires college and university administrators to develop comprehensive policies and procedures on alcohol and drug use, and ensure they are enforced.

Last year, the board of ACE endorsed a set of drug-education program standards developed by the Network of Colleges and Universities Committed to the Elimination of Alcohol and Drug Abuse. The standards—which are organized into areas of policy, education, enforcement, and assessment—have been incorporated into an ACE guidebook designed to help schools adopt appropriate policies

....involvement and support from top administration is crucial to set the tone for the college's anti-drug stance. Furthermore, it is stressed, "In addition to board and presidential commitment, leadership at all levels of the institution is required."

("Alcohol and Other Substance Abuse: Resources for Institutional Action," published in August 1988).

Among the recommendations, the guide notes that involvement and support from top administration is crucial to set the tone for the college's anti-drug stance. Furthermore, it is stressed, "In addition to board and presidential commitment, leadership at all levels of the institution is required." (See box on page 10 for ACE guidelines on general institutional policies on substance abuse.)

At Greenville Technical College (enrollment 3,000), Martin says Operation VISION was developed in large part because the school's president, Tom Barton, "is constantly looking for ways the college can help fulfill its mission to serve the community," a textile-manufacturing region with a strong middle class.

The program took shape because "there are many programs today giving young adults information on alcohol and drugs, but not many programs for adults who come into contact with young people," Martin says. Those targeted to receive the training include teachers, law-enforcement officials, counselors, parents, and health professionals. Content includes both factual information about drugs and alcohol and local counseling services, and a "guidance module" to help adults reach those around them who are vulnerable to substance abuse. Billboards, newspaper and TV ads, and audio-visuals will be used to reinforce the "no-drugs" message in the community.

Some community college officials report that while drug use on their campuses is increasing, alcohol excess is still a bigger problem—especially in rural communities.

"Alcohol is so widely available and socially acceptable that many people don't see it as a drug," says Davita Roberson, coordinator of a broadly based anti-drug program at College of the Redwoods in northern California.

For many community colleges, one missing ingredient has been active participation by board members. Newman believes the reticence is natural, since boards have an obligation to insure that a school's programs are sound, and judgment is still out on most of the drug-prevention measures being put in place.

At Cecil Community College in northeastern Maryland, with 4,500 full-time and continuing-education students, efforts to curb alcohol and drug use bump squarely against a well-entrenched "cultural tolerance for substance abuse in the county," says Renie Newman, director of a drug-education initiative called Project Alert. According to Newman, the region has a 200-year-old tradition of supplying bootleg liquor; and today, five discount liquor stores make the area a popular haven for bouts of heavy drinking.

Like at many community colleges, Newman notes, the school's student population includes a large proportion of high-risk youths. A recent survey of Cecil students, for example, indicated that 30 percent of the students came from homes in which one or both parents had a drinking problem—a group known to be more susceptible to substance abuse.

While drug use has been limited mainly to marijuana, Newman says, harder drugs—chiefly cocaine—are encroaching rapidly into the community. "Rural areas are definitely becoming areas where drugs are being exchanged," she notes.

With state and federal support, including a $91,000 FIPSE grant, Newman and her colleagues have introduced a variety of anti-drug initiatives, most linked closely with the community. A new six-week, one-credit course covers a wide range of issues related to substance abuse; so far, 45 community leaders, students, and teachers—at least one from every public school in the district—have completed the tuition-free course.

Other efforts include in-service seminars for faculty and staff; a "peer educator program" that prepares students at the college to give drug prevention lectures in the public schools; and alcohol-free dances, featuring "mocktails."

Throughout the ACE guidelines, the importance of having a comprehensive anti-drug initiative is stressed. There is also a recognition that drug prevention involves changing people's attitudes about drugs and alcohol, with the aim of reducing the tendency to use them in destructive ways.

To achieve the overall goal of preventing substance abuse, it is noted, colleges must "create an environment that promotes and reinforces healthy, responsible living; . . . and the intellectual, social, emotional, spiritual or ethical, and physical well-being of its community members."

At College of the Redwoods, this broad-based approach is reflected in a new program called PIER4 (named for its four goals of prevention, intervention, education, and referral). Coordinator Davita Roberson says the project—funded by a $128,000 FIPSE grant—was conceived as a "holistic" program, and the staff hopes it will evolve into a broader health and wellness program.

A key philosophy behind the program is to help students deal more effectively with the multiple levels of stress they face in daily living: Juggling family, work, and school responsibilities. Peer pressures. The drive for money. Struggling to meet high expectations. Davison says, "The people we see here are high achievers. They are driven, hard-working students, and they often turn to alcohol and drugs to reduce stress.

"Our primary purpose," she adds, "is to provide people with coping skills so they won't become substance abusers." Besides drug and alcohol counseling, PIER4 offers seminars and workshops targeted to special needs, such as women in transition, single parents and those with family problems, test anxiety, eating disorders, and loneliness.

For many colleges looking to develop a drug-education program, staffing is often a problem. College of the Redwoods tackled that obstacle in part by a special arrangement with nearby Humboldt State University; interns from the university's master's degree program in counseling psychology help staff the PIER4 center, working under the supervision of trained counselors from the campus and the community. In addition, College of the Redwoods has a two-year-old certificate program in chemical dependency studies, and the students can do their field work at the center.

Despite the lack of clear-cut answers to what works in drug prevention, these efforts under way at community colleges indicate that several factors are deemed critical: leadership from the top, campus-wide involvement, strong ties to the community, peer support. As Newman explains it: "Until you meet the problem from all angles—until you have faculty, staff, students, and the community involved—you won't have an effective program."

For many community colleges, one missing ingredient has been active participation by board members. Newman believes the reticence is natural, since boards have an obligation to insure that a school's programs are sound, and judgment is still out on most of the drug-prevention measures being put in place.

AMERICAN COUNCIL ON EDUCATION

Guidelines for Policies on Substance Abuse

General institutional policies should reflect the following:

1. Apply to the entire campus and deal with both the prohibitions on use and the circumstances where alcohol use is permitted.
2. Clearly articulate expectations about behavior and individual responsibilities of students, faculty, staff, alumni, and visitors. The expectations should be developed within the context of the institutional mission and federal, state, and local laws.
3. Define the scope of jurisdiction of the policy, defining circumstances where use is permitted or prohibited.
4. Contain simple, consistent, and enforceable rules that specify how infractions will be handled through institutional disciplinary procedures and appropriate law enforcement agencies. Sanctions for infractions should also be described.
5. Specify rules on the use of institutional funds and student fees to purchase alcohol as well as sponsorship of events where alcohol is served.
6. Set forth the institution's program of education and training and its policy on rehabilitation and treatment of alcohol and other drug abusers, identifying campus and local resources.
7. Require that food and beverages other than alcohol be served if the consumption of alcoholic beverages is permitted at institution-sponsored events.
8. Mandate training for faculty, staff, and students to implement the policy and to ensure appropriate referrals for education and training.
9. Establish advertising guidelines for activities where alcohol will be served that deemphasize alcohol or prohibit mention of its availability.

At Cecil Community College, the board "was very cautious the first year," Newman says, but has since expressed strong support. "As you develop the credibility," she stresses, "you get the support."

In the meantime, many are encouraged and inspired by the surge of involvement at campuses across the country. "In the past 10 to 12 years, there's been a real turnaround in this country in terms of attitudes about smoking," Cooper notes. "If we can achieve that, with a relatively small effort directed against the tobacco industry, there's hope that we can turn around attitudes about drug use.

"But," he adds, "it will take a lot of trial and error. ■

—Diana L. Pabst

COMMUNITY RELATIONS

How Safe is Your Campus?

"The public concern over crime on campus has been steadily mounting. A recent wave of media attention has focused on some extremely unfortunate incidents in which violent crimes took the lives of young undergraduates," said Robert Atwell, president of the American Council on Education, in announcing the reissue of ACE's self-regulation initiative on "Achieving Reasonable Campus Security."

"Indeed, it is even more important today that we respond to public pressure to eliminate crime on our campuses in ways which will mediate between the genuine need to enhance campus security and the equally important necessity of protecting the openness of physical access to our campuses," Atwell said.

Atwell cited the general trend toward imposition of liability on higher education institutions, which has been strengthening.

Following pressure from concerned parents, Pennsylvania passed a new disclosure law requiring all colleges and universities in that state to prepare detailed statistics on campus crime and distribute them to employees, students, and applicants.

"If colleges and universities are to prevent hysteria in the media and a public outcry for statutes requiring more than the relatively moderate disclosure contained in the Pennsylvania act, we must demonstrate a commitment to address the problem through the implementation of effective security measures," said Atwell.

In discussing the concept of reasonable security, the ACE self-regulation initiative states that each institution should review periodically its efforts to make its campus a reasonably secure place for all members of its community. The concept of "reasonable security" recognizes that there are conflicts between an ideal academic environment and a secure campus. The concept also recognizes that the risk of becoming a campus victim of violent crime must vary by factors such as the crime rate in the surrounding community.

Responsibility for the campus security system includes the need to ensure the following:

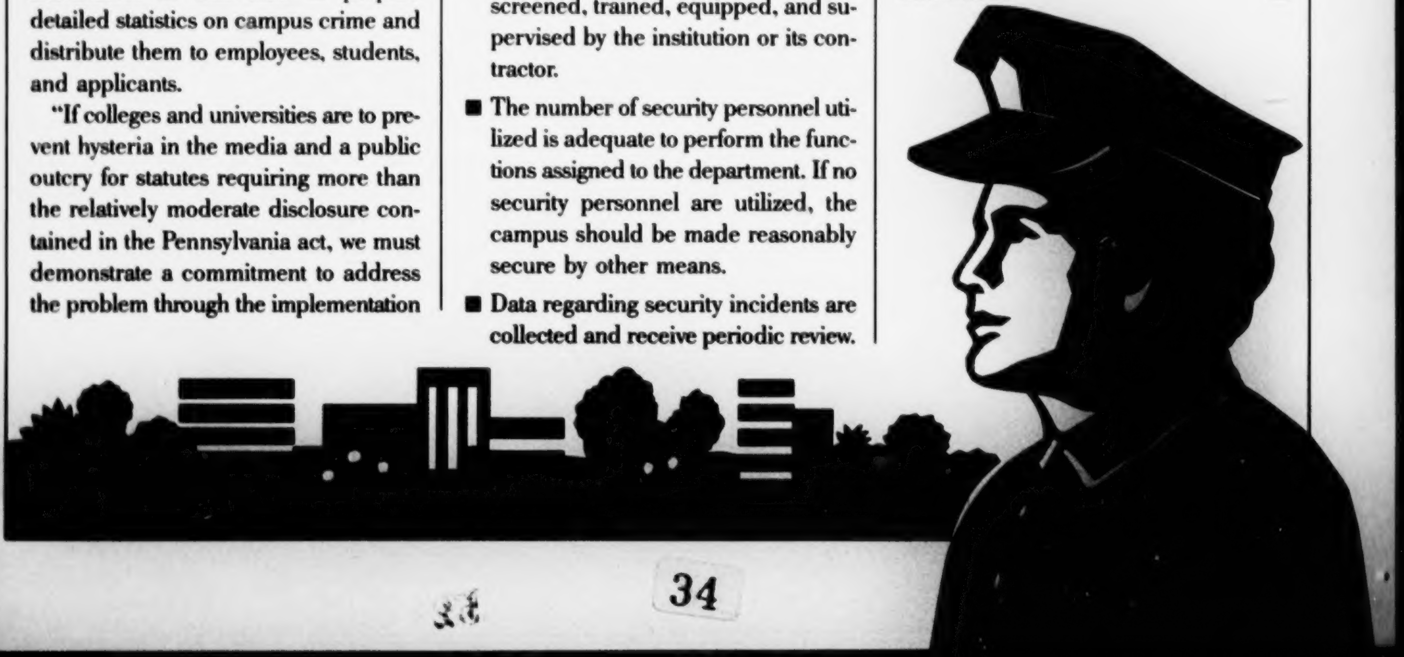
- Security needs are taken into account in the design, maintenance, and operation of the institution's buildings, grounds, and equipment.
- Students and other members of the institutional community are adequately informed about security risks and procedures.
- Security personnel are adequately screened, trained, equipped, and supervised by the institution or its contractor.
- The number of security personnel utilized is adequate to perform the functions assigned to the department. If no security personnel are utilized, the campus should be made reasonably secure by other means.
- Data regarding security incidents are collected and receive periodic review.

Administrative responsibility for campus security should be assigned to specific individuals. Each institution should also designate responsible individuals to be on call to respond to security emergencies.

Each institution will naturally assess its needs in light of its unique circumstances, characteristics, and resources. Urban and rural institutions usually find themselves in quite different situations regarding the prospects of violent crime, as is also often the case with residential and commuting campuses.

The ACE self-regulation initiative goes on to provide suggested practices listing specific steps institutions can take to minimize the likelihood of violent crime. The suggested practices fall within the major areas of: instructing the campus community about security procedures, grounds security and access, supervision in student housing, training security officers, and campus law enforcement.

For a copy of "Achieving Reasonable Campus Security," contact the American Council on Education at One Dupont Circle, Washington, D.C. 20036-1193, (202) 939-9355. ■



LEGISLATIVE ADVOCACY

A Pivotal Month of Federal Visibility

When President and Mrs. George Bush appeared March 29, 1989, at the Washington, D.C., convention of the American Association of Community and Junior Colleges (AACJC), it triggered a month of federal visibility without precedent for community colleges. It concluded in Mississippi with the U.S. Senate's first hearing April 28 on the Tech-Prep Education Act—the Ford-Pell bill that would broaden articulation and upgrade math, science, and technical education between community colleges and secondary systems.

During the month, four other Congressional events pointed up Washington's growing awareness of community colleges and their role in American competitiveness. Three of the events fell in the same week:

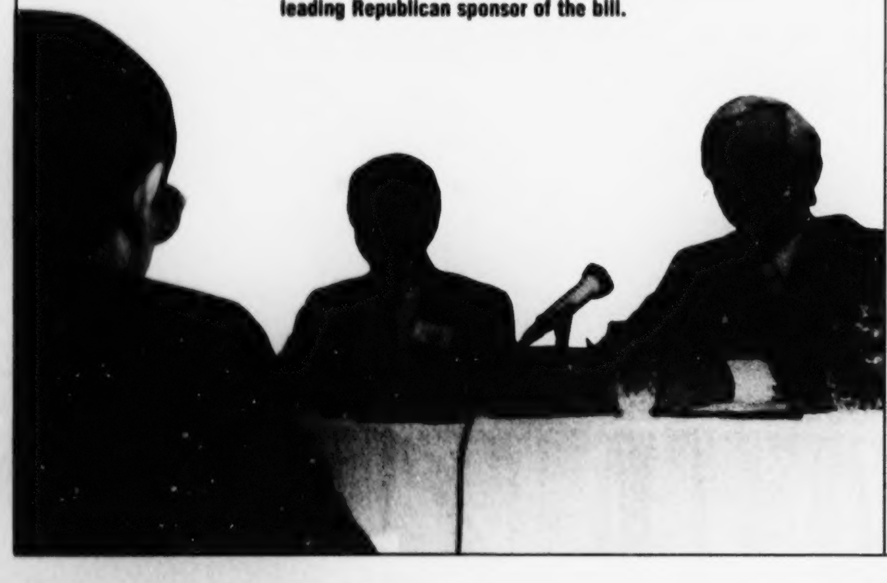
- On April 11, Rep. Doug Walgren, D-PA, chair of the Subcommittee on Science, Research and Technology, led his subcommittee in a community college hearing that essentially challenged the National Science Foundation on its neglect of undergraduate, lower-division science and mathematics education. To remedy that neglect, the community college witnesses urged the House to again enact the Walgren bill, H.R. 1720—the National Advanced Technician Training Act.
- On the following day, April 12, the House Subcommittee on Elementary, Secondary and Vocational Education folded the House version of the Tech-Prep bill, H.R. 22, into its comprehensive vocational-technical education bill, the Carl D. Perkins Applied Technology Education Act, which the House intends to be the successor to the Perkins Vocational Education Act of 1984.
- Rep. William D. Ford of Michigan, the ranking Democrat of the Education and Labor Committee, and author of the Tech-Prep bill, conducted a Michigan hearing on both the Perkins Act reauthorization and the Tech-Prep bill.
- The Perkins Applied Technology Education Act unanimously cleared markup April 25 by the House Committee on Education and Labor—again embracing the Tech-Prep Education Act as a major title, with an authorization of $200 million for its initial year. The bill then passed the House May 9 on a 402 to 3 vote. Chairman Augustus F. Hawkins, D-CA, praised Tech-Prep as the most important new feature of the bill.

If there was any lingering doubt about the community college "presence" in Washington, it evaporated the moment President and Mrs. Bush arrived at the AACJC convention. Her acceptance of the AACJC Harry S. Truman Distinguished Service Award for her adult literacy crusade was the first national award she has received since her husband's inauguration. And President Bush's address was his first in office to any educational association.

The Walgren hearing was a community college "first" of another kind. It was the most comprehensive presentation of community college programs and needs yet made before a committee of Congress

In the years since their enrollments made community colleges the largest branch of higher education, and especially since the 1982 formation of the ACCT-AACJC Joint Commission on Federal Relations, community college witnesses have been included with growing frequency in hearing panels before various House and Senate committees. But Chairman Walgren was the first to devote a whole subcommittee hearing to witness

Barry Mellinger (back to camera), president of Gulf Coast Community College, testifies at U.S. Senate hearing on Tech-Prep Education Act. Senator Thad Cochran of Mississippi (right), who presided at the Biloxi hearing, is the leading Republican sponsor of the bill.



panels dominated by community college leaders. John Kraft, president of Community College of Allegheny County, Pittsburgh, Pennsylvania, and Cary Isreal, president of Front Range Community College, Denver, Colorado, both testified in behalf of the ACCT-AACJC Joint Commission.

While urging enactment of the Walgren bill, H.R. 1720, in his testimony, Kraft asked the Committee to push the National Science Foundation toward much heavier support of undergraduate science improvements.

If there was any lingering doubt about the community college "presence" in Washington, it evaporated the moment President and Mrs. Bush arrived at the AACJC convention.

The April 28 Senate hearing, held on the Jefferson Davis campus of the Gulf Coast Community College in Biloxi, Mississippi, was a Senate parallel in significance to the Walgren hearing. It was chaired by Sen. Thad Cochran, R-MS, a member of the Subcommittee on Education, Arts and Humanities. He is lead cosponsor of the Tech-Prep bill, S. 439, introduced by Sen. Claiborne Pell, D-RI, chair of the Subcommittee.

The only "out of state" witness was William Willis, chief operating officer of the Tennessee Valley Authority, Knoxville. While extolling the Tech-Prep concept, Willis told the Subcommittee, "This country cannot afford the kind of waste that requires nearly 40 percent of our high school students to undergo remedial training because they're so ill-prepared to deal with today's job market. Nor can we afford it when students with associate degrees in hand want to continue toward a four-year degree only to find that they must practically start over again.

"No other country in the world allows this kind of inefficiency. Is it any wonder that we are falling so far behind other developed countries in math and science?" said Willis.

As the witness for the ACCT-AACJC Joint Commission, Barry Mellinger, president of Gulf Coast Community College, testified that, "To put the American economy back in the forefront of global competition, our nation must build a world-class workforce. . . a monumental challenge to business, government, labor, and education alike. Without a world-class workforce, we frankly believe the nation will have great difficulty bringing its trade and budget deficits and its private credit back into balance. Without it, we are likely to see more and more American interests sold off to foreign investors."

He also pointed out that "Tech-Prep will help American education to rectify what we regard as the gravest folly of its history—the use of vocational education as a dumping ground for adolescents who are not turned on by college-prep. Education is education, and it can only fulfill its larger mission by offering alternative tracks attuned to consumer need and interest."

Senator Cochran made the hearing a blend of student and faculty witnesses, as well as administrators. One of three students who testified, Patricia Ainsworth Rogers, a sophomore majoring in design at Jones County Community College, told about dropping out of high school because, "though I enjoy drafting, the program did not challenge me. . . If it had, I might have remained in school. Better preparation in high school might have resulted in my finishing my associate degree five years earlier. That would mean that today I would have five years of experience, production, and income behind me, instead of just beginning."

The Ford hearing in Michigan, like the Walgren and Cochran hearings, showed that community colleges have reached a higher plateau of awareness with the Congress and Washington—long the goal of the Joint Commission. Pressed as the nation is for a more skilled workforce, it means that community colleges have the opportunity to play a larger role in national policy on human resource and economic development issues, if they choose to assert it. ■

—Frank Mensel
Director of Federal Relations, ACCT
Vice President for Federal
Relations, AACJC

Testimony on Walgren Bill and National Science Foundation

"What community colleges see as a grave imbalance in NSF programming is illuminating in the trend among the so-called research universities and major schools of engineering to fill more and more openings in their doctoral programs with students from other countries. While such schools may see themselves in the role of 'graduate school to the world,' it is the states' taxpayers and the national interest that are paying the larger share of the cost. And we are not convinced that this is the taxpayers' preference.

"President Bush has called for a doubling of NSF's budget over the next five years. We applaud that goal. We urge your Committee, Mr. Chairman, to consider earmarking one-half of that budget growth—or what then would become 25 percent of NSF's total effort—for improvements in undergraduate science and mathematics. U.S. competitiveness would be served to much greater advantage, we believe, by such a policy.

"To make the point in terms of the budget requests for FY'90, NSF has asked for an increase of more than $200 million for research programs and an increase of just $19 million for undergraduate science and mathematics. If a boost of $200 million is justified for research, an equal boost for undergraduate programs is more than justified by the urgency of the global challenge to our workforce and our economy." ■

—John Kraft, President
Community College of Allegheny County

EMPLOYEE RELATIONS

Illinois Study Shows Impact of Faculty Retirement

In the next few years, boards of trustees of the public community colleges in Illinois will have to cope with the problems caused by the possible retirement of up to 38 percent of current full-time faculty, according to a recent study by the Illinois Community College Board.

The data from Illinois can serve as an example for a national pattern. As the Commission on the Future of Community Colleges said in its report, *Building Communities*, "Within the next 12 years, approximately 40 percent of all community college faculty who now teach will retire."

Many of these faculty were hired during the period of rapid community college expansion in the 1960s and '70s. As enrollments leveled off, fewer new faculty positions were created.

In Illinois, many faculty are eligible for early retirement at age 55. Over the past few years, between 25 and 30 percent of the faculty age 55 and over retire each year. Thus, the actual number of annual retirements is about one-fourth of those who are eligible for retirement based on age.

Currently, over one-fifth (21.3 percent) of the full-time faculty in Illinois are at least 55. The inclusion of faculty age 50 to 54 adds 16.7 percent for a total of 38 percent.

Retirements by Program Area

Table 1 summarizes full-time faculty teaching in each broad programmatic area. Full-time faculty are employed primarily in the baccalaureate/transfer and occupational program areas. Other broad program areas are staffed basically by part-time faculty. Retirements will have the greatest impact on baccalaureate/transfer faculty.

The Illinois study examined which disciplines could especially be impacted by retirements. It found that numerically, statewide, seven discipline areas account for 58 percent of all full-time faculty who could retire in the next few years: letters (English), social sciences, business and office occupations, physical sciences, mathematics, nursing, and life sciences.

Proportionately, 11 academic disciplines have at least 40 percent of their faculty over the age of 50 as shown in Table 2.

Three of the above areas—social

continued on page 16

[illegible] 1
[illegible] by Program Area
Fall 1987

		Faculty			
	Grand	55 and above		50 and above	
Program Area	Total	N	%	N	%
Baccalaureate Transfer	2,649	628	23.7%	1,104	41.7%
Occupational	1,812	330	18.2	604	33.3
Community Education	4	0	0.0	2	50.0
Remedial	54	11	20.4	20	[illegible]
General Studies	3	0	0.0	0	[illegible]
Vocational Skills	11	2	18.2	[illegible]	[illegible]
ABE	34	2	5.9	[illegible]	[illegible]
ASE	8	0	[illegible]	[illegible]	[illegible]
Totals	**4,575**	[illegible]	[illegible]	[illegible]	[illegible]

[illegible] 2
[illegible] Largest Proportion of
[illegible] and Over and 50 and Over
Fall 1987

	Grand	55 and above		50 and above	
[illegible]	Total	N	%	N	%
Architecture/Design	18	10	55.6%	11	61.1%
Foreign Languages	57	18	31.6	33	57.9
Multi/Interdisc. Studies	66	23	34.9	38	57.6
Marketing/Distribution	27	9	33.3	15	55.6
Education	89	26	29.2	44	[illegible]
Social Sciences	346	100	28.9	165	[illegible]
Physical Sciences	243	68	28.0	[illegible]	[illegible]
Leisure/Rec. Activities	64	10	15.6	[illegible]	[illegible]
Communications	23	4	[illegible]	[illegible]	[illegible]
Nursing	303	65	[illegible]	[illegible]	[illegible]
Construction Trades	15	[illegible]	[illegible]	[illegible]	[illegible]

COMMENTARY

Leadership is currently a major topic of discussion nationally, and the need to better understand the kinds of leadership that occur in higher education is also receiving some much needed focus.

Concepts of good leadership are moving away from the old hierarchical or vertical models toward models that are more horizontal. These new concepts move the study of leadership from the observation and study of one visible person's strengths and behaviors alone to the manner in which a leader can better develop the interaction of all within the institution.

The National Institute for Leadership Development is completing a three-year leadership study that involved 72 community college CEO's. Thirty-six of these CEO's were women.

The study was based on the moral orientation theories of Larry Kohlberg and Carol Gilligan at Harvard University and the competencies work of David McClelland.

The importance of gaining both an awareness of and an understanding of the two moral orientations cannot be overstated in the study of leadership. Reality and social understanding from these two perspectives imply different ways of viewing the world.

Moral beliefs are closely aligned with the sense of self and therefore relationships and personal interactions articulated by the two moral voices are viewed differently.

The Kohlberg orientation defines morality as justice or fairness reasoning with an emphasis on the movement toward objectivity. Treating others fairly is the injunction of this moral voice that steps back from situations in an attempt to be fair. Autonomy, reciprocity, and competition are valued in interactions with others. The orientation or voice articulated by Gilligan values attachment and care in decision making and the injunction here is to be concerned with the needs of others and not to turn away. This voice steps forward into the situation to provide care. This orientation or voice values intimacy and nurturing in interactions with others.

It is important to remember that the two orientations are gender related but not gender specific. While both genders are found in both modes, more women are found in the connected mode and more men in the justice/rights mode. A few people appear to incorporate both modes rather equally.

Many of the misunderstandings that occur between genders could be better understood if knowledge of these modes existed.

In our study, presidents' orientations were found as follows:

	Connected Mode	Justice/Rights Mode	Combined
Women	66%	17%	17%
Men	28%	50%	22%

Some statements from the interviews reflecting the connected mode were:

- "Leadership is helping people to develop and to feel better about themselves."
- "Decision making can involve emotions such as love and caring."
- "Leadership is the cultivation of followership."
- "It lets you take the rocks off of other people's heads."

Some interview statements reflecting the justice/rights mode were:

- "My role is to make sure that rules, regulations, and procedures are sound and fair."
- "Control is very important to a leader."
- "It's a leader's responsibility to see things first, to see further and to be able to put those things together so his friends and his organization can be properly positioned for the future."

While all of the statements in both modes are true and valid, they do indicate two different ways of approaching leadership and thus the importance of having both modes represented.

While gender differences did not exist in the competency areas of political awareness and information gathering, there were some differences in other areas.

Women excelled in initiative, decisiveness, persuasiveness, presence, optimism, and an interest in developing people. Men excelled in self-esteem, self-confidence, self-control, enjoying a challenge, involvement in change, and com-

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Carolyn Desjardins is the Director of the National Institute For Leadership Development, a leadership training program for community college women administrators, trustees, and faculty.

EMPLOYEE RELATIONS

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sciences, physical sciences, and nursing—appear on both the numerical and proportional listings of disciplines that could be affected by faculty retirements.

Retirements by Faculty Characteristics

The study found that a higher percentage of males (39.6 percent) than females (35 percent) are over 50 years old. Numerically, 1,155 males will be eligible for retirement by 1992 compared to only 581 female faculty.

When looking at the full-time faculty's racial/ethnic composition, the study found that by 1992, 62.5 percent of the American Indian, 55.9 percent of the Hispanic, 41.8 percent of the Black, and 36.5 percent of the Asian/Pacific Islander faculty will have reached retirement age, compared to 37.5 percent of whites. Hence the overall potential reduction of minority faculty via retirement is substantial unless an effort is made to replace the representation.

Examing the highest degree earned by full-time faculty eligible for retirement, the study found that by 1992 nearly one-half (47.8 percent) of those holding doctorates will be eligible for retirement. If those persons who are eligible for retirement are not replaced by persons with doctoral degrees, or if current faculty are not encouraged to obtain doctorates, the level of education obtained by community college faculty will be diminished. In addition, 41.7 percent of the tenured faculty will have reached retirement age by 1992.

Conclusions

Based on age, by 1992 approximately two-fifths of the current full-time faculty in Illinois community colleges will have retired or could be eligible for retirement. Examination of the characteristics of these faculty reveal that the gender, racial/ethnic, tenure, and educational composition of the faculty will be impacted by these retirements. Some academic disciplines will be affected more than others.

"This study shows that large-scale full-time faculty retirements will challenge community colleges to strengthen their faculty selection process in order to attract, identify, and choose the most qualified candidates. Within this challenge can be found an opportunity for renewal," said Toussaint Hale, chair of the Illinois Community College Board. ■

COMMENTARY

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mitment to community service.

Each voice has a truth and a reality in itself, but the greater truth and reality lies in the awareness that both exist and are interdependent. Diversity, instead of being feared, can come to be celebrated.

Perhaps a major function, then, of leadership at all levels is to value diversity and to help people see the power that they themselves have to improve the quality of life. Women need to be included in CEO positions and board positions to not only function as role models for students, but also bring the contributions of the connected mode to the college, to society, and to the planet.

Futurist Marilyn Ferguson believes that a culture can become aware of its own conditioning; and realize that it does have new choices, new possibilities. She says, "The power of the *whole* gathers in all the power lost by fragmentation and ignorance. It enhances our collective options by drawing on the talents and ideas of those who might not have been noticed or appreciated in the past. A society that rewards the diversity and gifts of *all* of its citizens will reap a richer harvest than a conformist society." ■

"Commentary" is a regular feature of the Trustee Quarterly *in which noted observers of the community colleges share their special perspective on issues of importance to lay education board members.*

CALENDAR

Trustee Education Opportunities

July–October, 1989

July

14–15
Wisconsin VTAE
District Boards Association
Wausau, WI

20–22
Michigan Community College Association
Traverse City, MI

August

17–19
Iowa Association of
Community College Trustees
Burlington, IA

September

20–23
ACCT Annual Convention
Vancouver, British Columbia

October

11–13
AGB New Trustee Workshops
Chicago, IL

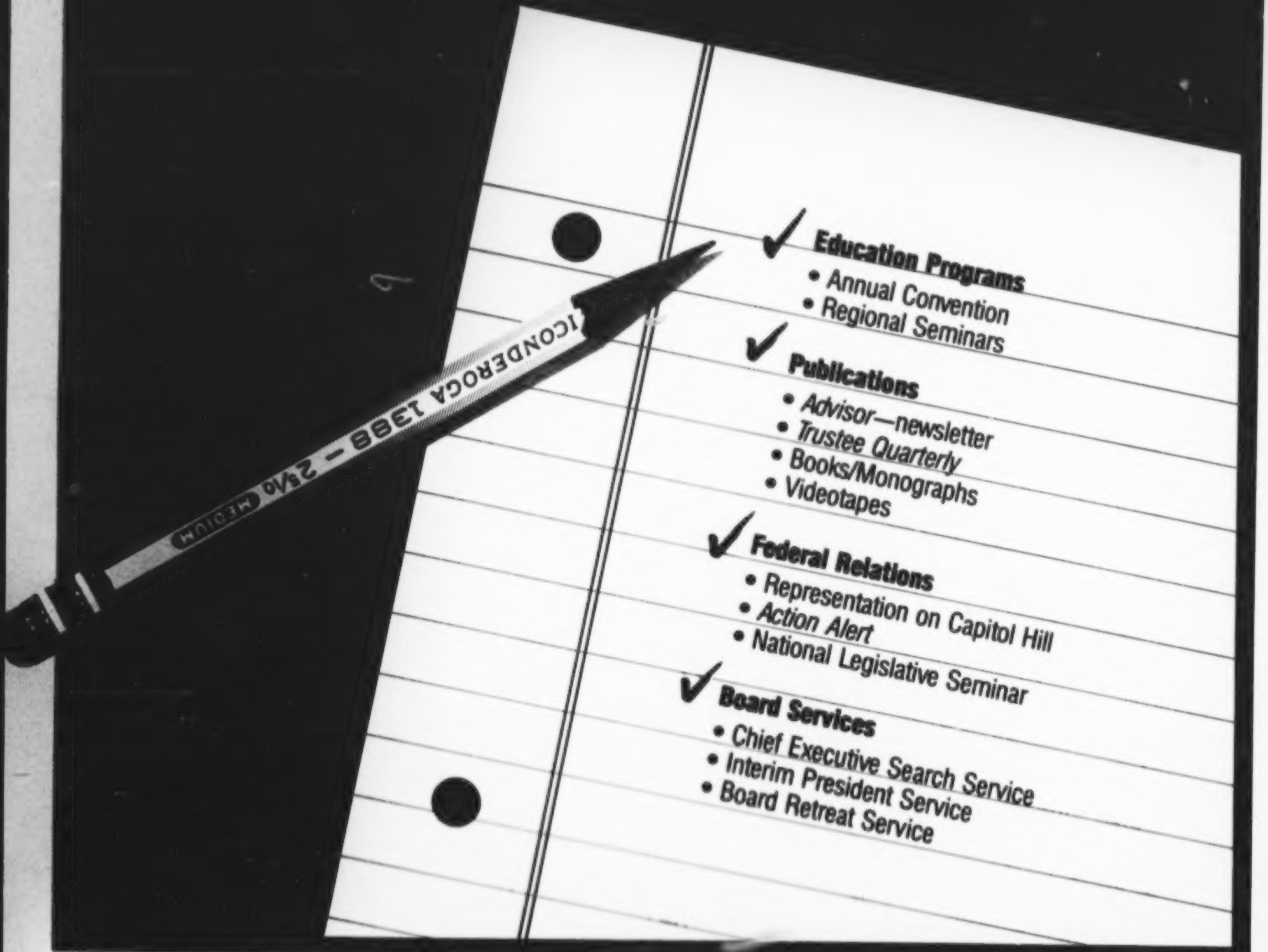
20–22
Association of Boards of Trustees of
Community Colleges of SUNY
Syracuse, NY

25–27
Kansas Association of Community Colleges
Hutchison, KS

29–31
Texas Association of Community College
Board Members and Administrators
Austin, TX

Do Your Homework!

Participate in ACCT and Take Advantage of Trustee Education Opportunities



✓ **Education Programs**
- Annual Convention
- Regional Seminars

✓ **Publications**
- *Advisor*—newsletter
- *Trustee Quarterly*
- Books/Monographs
- Videotapes

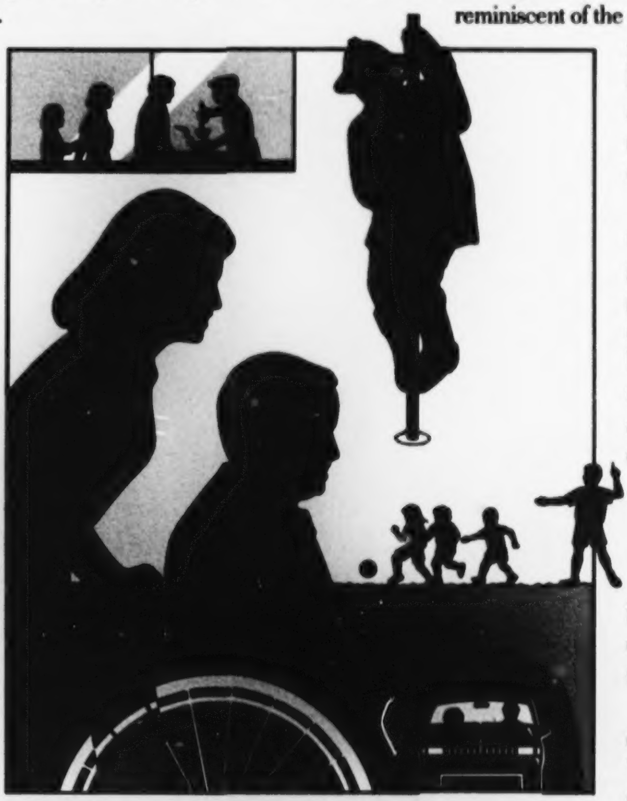
✓ **Federal Relations**
- Representation on Capitol Hill
- *Action Alert*
- National Legislative Seminar

✓ **Board Services**
- Chief Executive Search Service
- Interim President Service
- Board Retreat Service

Students and Community Service

Community service 101. At universities and colleges across the country, students are signing up in droves, fueling a new spirit of volunteerism that is rapidly shaping up as a key self-help theme of the next decade.

At the Community College of Philadelphia, a new course developed by English professor Karen Bojar sets the tone. In "Community Involvement: Literature and Practice," students will get credit for social action—performing volunteer work for a service agency, keeping a journal about the experience, and then writing a grant proposal for the organization. Bojar recently told the *Philadelphia Inquirer*: "The focus of the student volunteer programs at elite colleges is serving needy individuals. . . . I want our students to go beyond that. I am hoping they will learn how to take control of their own community."



"If the '80s were the Age of Avarice, the '90s are shaping up as the Age of Altruism," *Newsweek* magazine proclaimed in a special report spotlighting America's behind-the-scenes volunteers. "From now on, any definition of a successful life must include serving others," President Bush has said, expanding on the "thousand points of light" vision he offered during his campaign—private citizens, young people, and business and religious groups all working together to improve the quality of American life.

If the current surge of interest in community service seems reminiscent of the 1960s and '70s, when idealistic young Americans flocked to the Peace Corps and scores of other anti-poverty programs, observers say there are significant differences.

Today's youth-service movement, they stress, is marked by greater self-initiative, better organization and accountability, and more concern with establishing closer ties to the community. "It's a healthier approach today, more reciprocal," says Roger Henry, director of service programs at Brevard Community College in Coca, Florida. In short, the approach is grass-roots inspired rather than a program of charitable works run by the federal government.

Today's young volunteers—children of the entrepreneurial '80s—are taking responsibility for assessing community needs, devising appropriate programs, and soliciting the financial support needed to get things up and running. At Notre Dame University in Indiana, for example, students organized a program to collect salvage food from the school's dining halls and transport it to local agencies that serve the homeless. Before launching the project, organizers researched public health laws pertaining to food services and negotiated with the school administrators and food-service personnel. Once established, the operation was so efficient that the two-day-a-week project quickly expanded into a daily service.

> ***"Never doubt that a small group of thoughtful, committed people can change the world. Indeed, it's the only thing that ever has."***
>
> *—Margaret Mead*

Volunteerism is a long American tradition, and some colleges and universities have had active programs in place for years. Berea College in Kentucky has engaged in community outreach for 25 years through a program called Students for Appalachia. The University of California at Berkeley claims a century-old commitment to encouraging public service among its students; today, nearly 5,000 are involved in more than 200 local projects.

In recent years, many other schools also have started to take a longer look at the role of community service on their campuses. And the result has been a flurry of initiatives—often sponsored by top administration. Students are manning soup kitchens and crisis hotlines, staffing shelters for battered women and the homeless, cleaning up the environment, visiting the elderly, tutoring immigrants, constructing public playgrounds, serving as mentors to at-risk youths, and aiding the arts.

At Saddleback College in Mission Viejo, California, 70 students have done more than 1,625 hours of volunteer service at parks and nature centers under a program developed in 1985 by Lee Waian, head of the school's Environmental Studies Department. Projects have included radiotelemetry tracking of mountain lions, creating wildlife and plant exhibits, and conducting nature walks. In lieu of traditional fun-in-the-sun spring break, students at Vanderbilt University in Nashville have traveled to Mexico, Appalachia, and a Sioux reservation in South Dakota to assist with renovation and building projects.

In California, students enrolled in the state's public universities are urged to do at least 30 hours of volunteer service a year; officials estimate that as many as 100,000 have participated. Some schools are even weighing the idea of making public service a mandatory requirement for graduation.

The fervor on campus has grown in part from a wider national soul-searching. Public disgust with the 1980s ethic of greed, frustration with the federal government's inability to remedy deep-seated social ills, and concern about the widening gap between rich and poor—suddenly, factors such as these have coalesced to propel the notion of community service to the top of the national agenda. A surge of legislative proposals on youth service has occurred in Congress, the White House, and states and local communities.

The reflection about public service on campus also has emerged from a concern that higher education may have grown complacent in its historic mission of teaching civic responsibility along with standard academics.

Surveys of college freshmen in recent years indicate that students have grown increasingly materialistic and apathetic toward their obligations to society. Higher education also suffered a blow when former U.S. Secretary of Education William Bennett characterized America's college students as lazy and self-centered and hit administrators as being preoccupied mainly with tuition rates and the bottom line.

But a number of administrators say the degree of commitment they've observed among many students today belies the negative stereotypes. And often, they suggest, the real culprit is the college or university itself.

"We blame young people for not being involved, but we as an institution haven't been involved," Brevard's Henry says. "We didn't set a priority for involvement, or provide the vehicle for involvement." Nancy Jordan, executive assistant to the chancellor at Maricopa County Community College District in Phoenix, agrees: "The question that needs to be asked is, were students given the opportunity to participate and to learn about the advantages of public service?"

"I find it hard to believe that students aren't interested in public service," Jordan adds. In fact, "once you open the door you better be prepared to respond. They really get excited, and they want to do more and more."

Julia Scatliff, a 1985 graduate of Carleton College in Northfield, Minnesota, was heavily involved in community programs growing up in Chapel Hill, North Carolina. But when she went away to college, Scatliff recalls, "I was disappointed to learn the same opportunities weren't available in my new community."

And in the hierarchy of campus prestige, she soon discovered, volunteerism had few advocates. "When you go to college, you pick from the menu," Scatliff says, "and if community service isn't valued as much as drama or athletics, you'll pick the one that gives you the greatest reward."

Today, Scatliff has translated that lifelong interest in public service into a career. As executive director of the Minneapolis-based Campus Outreach Opportunity League (COOL), she offers guidance and a megadose of enthusiasm to a corps of young colleagues who travel the country like Johnny Appleseeds nurturing community-service efforts on campuses. Through this network of "green deans," COOL gives student leaders and college officials "the tools they need to set up challenging programs for their institutions," Scatliff says. So far, COOL has assisted with programs at 554 schools.

> *Today's young volunteers—children of the entrepreneurial '80s—are taking responsibility for assessing community needs, devising appropriate programs, and soliciting the financial support needed to get things up and running.*

As in any successful program, the critical ingredient is usually support from the top. That's the philosophy behind Campus Compact, a national coalition of top officials from colleges and universities pledged to committing their schools to vibrant community-service efforts. The coalition evolved from discussions in 1985 among three university presidents—Donald Kennedy of Stanford, the Rev. Timothy Healy of Georgetown, and Howard Swearer of Brown—who wanted to pay more than lip service to the idea that public service is a noble ethic that the nation's schools should instill in their students.

Initially the organizers hoped to tap the interest of at least 100 college presidents, "but within a couple of months we had a response we never predicted," says Susan Stroud, director of Campus Compact and also director of the Center for Public Service at Brown University, where the coalition is based. At last count, 206 schools had joined the alliance, according to Stroud. Interest is growing so rapidly that several state affiliates have been formed. The California spin-off group alone has 46 member institutions; in Pennsylvania, more than two dozen schools have signed on.

Campus Compact offers information and technical assistance to schools interested in establishing or strengthening community-service activities on campus. A clearinghouse provides data about existing programs, related fellowships and awards, international service opportunities, the use of work-study funding to encourage greater student participation, and ways of incorporating public-service programs into the curriculum. In a program tied to Peace Corps overseas field offices, for example, undergraduates from Campus Compact-affiliated schools can apply to do an internship abroad. Every year the president of each Compact member institution nominates a student to receive a Student Humanitarian Award for exemplary volunteerism.

The coalition was influential in having greater support for student volunteerism written into federal legislation. A portion of the grant regulations of FIPSE (Fund for the Improvement of Post-Secondary Education) was redirected to college community-service programs, and 1986 amendments to the Federal Higher Education Act promote community service through work-study grants and state incentive grants.

Frank Newman, president of the Education Commission of the States, has harnessed the support of his group as a sponsor of the Campus Compact. In an interview for *Currents*, the magazine of the Council for the Advancement and Support of Education, Newman said his enthusiasm for the effort stems from his belief that public service is inextricably linked with the basic mission of U.S. education: to prepare Americans to be civic-minded adults.

Newman says, "If you look back at the origins of many of our great universities, in their charters—even in colonial days—there was a very clear understanding that one of the institutions' purposes was to prepare young people for citizenship."

He believes the current interest in campus-based volunteerism is a reawakening to the idea that democracy is dependent on public involvement. "We keep coming back to the notion that the most important thing an institution does is not to prepare you for a career but for your life as a citizen."

Community college presidents are included among Campus Compact's members, and many two-year schools are taking an active role in the escalating youth-service movement. Administrators say interest in volunteerism is high even though students' time is often limited. "We found . . . that even students who were very busy wanted to be involved," Jordan says.

Besides, she adds, the largely adult populations of most community colleges often have the most to give. Says Jordan: "They're mature, they can be role models, they're empathetic, and they have experience in the lessons of life."

GateWay Community College in Phoenix, part of the Maricopa system, began a program last fall called G.I.V.E., for GateWay CC Introduces Volunteer Excellence. It has organized food, clothing, blanket, and voter registration drives; a literacy program; a popular community Halloween carnival; a children's Christmas party; and a health fair. COOL has cited the program as a national model of a student-run community-service organization within a community college, "which must be sensitive to the unique time constraints, talents, and energies of an adult student population."

Jordan believes the program is so successful because it offers a "cafeteria" of options requiring a "manageable commitment of time." She notes, "It's not random and it doesn't make it difficult for students to get access to volunteer opportunities and to plan ahead."

Lakewood Commmunity College in White Bear Lake, Minnesota—whose president, Jerry Owens, is a member of Campus Compact—has organized a task force of students, faculty, staff, and community leaders to assess local needs and design a campus-based volunteer-service program. School officials say they hope to increase the pool of participants by matching students with organizations and activities most suited to their interests and academic areas, thereby making the volunteer experience a positive one that the students will want to continue.

Some administrators say colleges and universities are getting behind volunteerism also for educational reasons. Incorporating a community-service component into academic courses, they explain, leads to more effective learning—enabling students to make the connection between what they see and what they learn.

"We think it is a vital link, especially to offer windows of opportunity for students traditionally not used to service work," says Henry, who launched Brevard's community-outreach program last fall at the initiative of the college's president, Maxwell King, a member of Campus Compact. Henry's office has established a file of nearly 115 sites where students can volunteer or carry out service-related course requirements.

"One of the biggest principles of service learning," Henry notes, "is that it must be reciprocal. The student must learn, and the community must gain." To spur faculty involvement, he has developed seminars for Brevard's staff to teach them how to incorporate a service component into their courses.

Last fall, Brookdale Community College in Lincroft, New Jersey, established a service-learning program with the help of a three-year, $30,000 grant from ACTION. Students in some courses now complete 30 hours a semester in a community-service project related to their coursework. "They are getting hands-on knowledge of what they're learning," says Grace Rondeau, director of the school's Center for Service Learning.

In the psychology department, for example, students learning about early childhood development may spend time in a Head Start class, a day-care center, or an after-school program for latchkey children. Nursing students will get early experience in working directly with different patient groups, and students in classes on criminal justice might elect to work in a detention center or tutor prisoners.

Brookdale's college-wide program of community service was recently honored as outstanding by the Partnership for Service Learning, a network of colleges and universities that incorporate foreign or domestic volunteer experience into the curriculum.

In another program now being set up at Brookdale, students at the college will be trained to work closely in the local high schools with freshmen who are at risk of dropping out. The effort is being funded by a two-year, $101,000 FIPSE grant. According to Rondeau, the grant regulations required the college to show that the community-service project would help reduce student indebtedness; part of the funding will support 10 scholarships and 20 work-study awards each year.

On Capitol Hill, the issue of volunteerism and national service has garnered the support of several influential members of Congress, resulting in nearly a dozen bills. In the Senate, all the proposals were forwarded to the Labor and Human Resources Committee this summer and combined into compromise legislation. That omnibus bill was unveiled in July by committee chairman Sen. Edward Kennedy (D-MA) and is now in line for action by the full Senate, possibly later this year.

The plan—the "National and Community Service Act of 1989"—calls for annual federal spending of $330 million to promote public service. It provides for grants for school-based projects, aid to the states to help them create summer youth corps devoted to social and conservation work, and a demonstration project to test the use of education and housing vouchers in exchange for community service.

Not included in the Senate plan is a controversial measure by Sen. Sam Nunn (D-GA) that would have required recipients of student grants and loans to earn their benefits through military or civilian service. The proposal, sponsored in the House by Rep. Dave McCurdy (D-OK), was heavily opposed by education officials and others as placing an unequal obligation on

For more information on youth-service programs, contact:

Campus Compact
Brown University
Box 1974
Providence, RI 02912
401/863-1119

Campus Outreach Opportunity League (COOL)
National Office
386 McNeal Hall
University of Minnesota
St. Paul, MN 55108
612/624-3018

Youth Service America
1319 F Street, N.W.
Suite 900
Washington, DC 20004
202/783-8855

William T. Grant Foundation
Commission on Work, Family and Citizenship
1001 Connecticut Avenue, N.W.
Suite 301
Washington, DC 20036-5541

Partnership for Service Learning
815 Second Ave.
Suite 315
New York, NY 10017
212/986-0989

poor students.

For his part, President Bush established an Office of National Service in the White House and pledged in his inaugural speech to create a $25 million-a-year YES Foundation—for Youth Entering Service—that would encourage all Americans, especially young people, to engage in public service. According to White House spokesperson Peggy Swift, the President this summer named former New Jersey Governor Thomas Kean as head of an advisory committee that is expected to offer suggestions by late fall on the structure of a foundation and legislative proposals.

> ***"One of the biggest principles of service learning is that it must be reciprocal. The student must learn, and the community must gain."***

Students themselves have played a highly active role in fanning the fires of national interest in community service. Representatives of the Ivy League schools met last spring at the University of Pennsylvania and drafted a "Declaration from Philadelphia," a nine-point statement of youth opinion on volunteerism that has been used in meetings with legislators. Students affiliated with COOL have testified on Capitol Hill, and Youth Service America, a Washington-based network of youth-service programs founded in 1986, convenes a group of student volunteers monthly to devise policy recommendations regarding the role of youth in national service.

The boards of ACCT and the American Association of Community and Junior Colleges (AACJC), through their Joint Commission on Federal Relations, this summer designated national service as a legislative priority. The groups agreed that community-service programs should be encouraged at community, technical, and junior colleges, but they should be voluntary and incentives should not replace current student-aid programs. Also stressed was the need to make volunteer work "meaningful" and, where possible, tied to students' educational goals.

In a study for the William T. Grant Foundation, Samuel Halperin stresses that community-service programs must be *quality* programs—based on solid planning, organization, and management, with constant monitoring and supervision. He writes: "They should have a considerable amount of intensity, evoke genuine commitment from the servers, and be subject to periodic scrutiny and revision."

Halperin also cautions against regarding volunteer-service programs as "cost-free." Running a quality operation requires an investment of money as well as time, and poor organization and management could do more harm than good. "Nothing can destroy the morale of a volunteer—or the reputation of a program—more quickly than shoddy performance and poor placement and supervision," he concludes.

To ensure that student volunteers at Brevard get maximum benefit from their community-service involvement, Henry follows a four-stage process: student recruitment and placement; tying the experience to an academic discipline; analyzing and documenting the experience through journals, evaluations, or other records; and finally what he calls a "debriefing"—helping students assess the value of the experience and how it fits into their life and career plans.

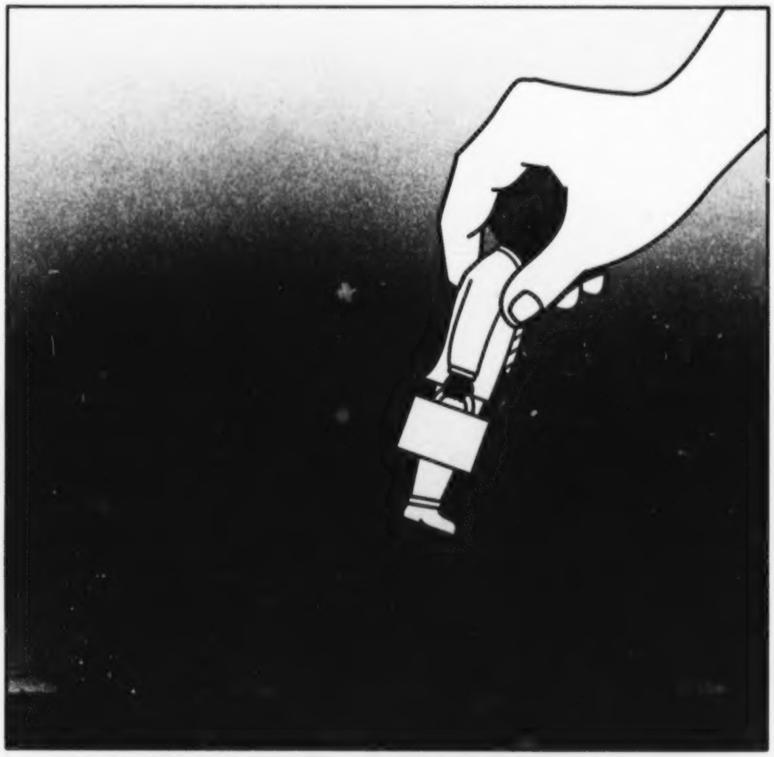
Henry believes that on-site visits to service sites by a college representative is critical, to ensure effective student placement and follow-through. He says, "We evaluate constantly, getting as much feedback as possible from students as well as the agencies." He also advocates the establishment of a centralized office on campus run by a professional director—preferably located near top administration offices to convey the college's commitment to facilitating public service.

In her work at COOL, Scatliff finds that while an institution's response to the idea of community service is enthusiastic, the resources are sometimes limited. Many volunteer projects are launched with grant support, she notes. And when the funding is used up, the program often flounders.

Scatliff says, "On campus, you hear two things—'There's no money, and no space.' When I hear that, I hear, 'There's no commitment.' "

—Diana Pabst ■

Retaining a Peak Performing President:



A Special Challenge for Trustees of Outstanding Colleges

It is widely accepted that the most important task of a board of trustees is to select the right president for the job. It follows that the second most important task of a board is to hold on to the president when it has a good one.

There is not a surplus of outstanding community college presidents who can provide substantive educational leadership as community colleges gear up to move into the year 2000. *Building Communities*, the 1988 report of the AACJC Commission on the Future of Community Colleges, cites a Carnegie study that revealed over 60 percent of community college faculty rated their administrators "fair or poor;" two-thirds of the faculty rated their administrators as "autocratic."

The Commission on Strengthening Presidential Leadership established by the Association of Governing Boards of Universities and Colleges reported in 1984 that it was "now more difficult to get highly qualified persons to serve as presidents of colleges and universities than it was in earlier times—more especially the early 1960s." At the same time, the Commission members agreed with the statement by their colleague, Joseph Kauffman, "Our colleges and universities are in desperate need of leadership."

In his study for the Commission, *Presidents Make a Difference: Strengthening Leadership in Colleges and Universities*, Clark Kerr reported that "The median duration of a presidential term now appears to be about seven years; in the community colleges, perhaps more like five is common." Kerr further notes, "Generally, but by no means universally, presidents consider themselves to be in better situations in private (rather than public), in four-year (rather than two-year), in religiously oriented (rather than non-religiously oriented) and in academically elite (rather than non-elite) institutions." According to these preferences, it would appear that the community college is a relatively unattractive institution in which to work.

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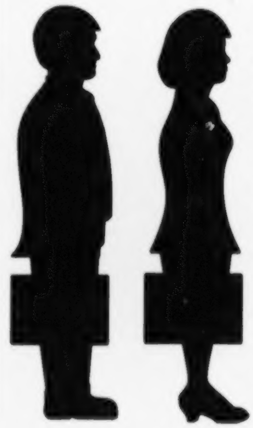
Given this picture, a board would be well advised to make every effort to hold on to a president who is a peak performer. If the institution is functioning efficiently and effectively; if the climate of the college is positive and all constituents are committed to enhancing student learning; if the president and board work well together; if the president is well established in the community; why let a good president get away and take a chance on a replacement?

> "Our colleges and universities are in desperate need of leadership."



Challenge and Support

Boards that want to hold on to their excellent presidents must build a balanced climate in which the board both challenges and supports the president in leading and managing the college. The college will benefit more, as will the college president, when board members take their roles seriously as lay representatives in a complex organization rooted in a complex academic tradition. If the board challenges the president to be the very best president possible, the president will view the college as a special place worthy of his or her loyalty and commitment. Highly qualified presidents need and want challenges from highly qualified board members who care about the institution as much as they do.

Challenge should come, however, as part of a climate in which support is a key element. Board members can challenge a president to expand vision, take risks, and explore new approaches when the president knows the board also supports these efforts and supports the president who attempts them.

If challenge is petty—questioning small expenditures, reviewing appointments in too much detail, directly administering programs or activities—the game is already lost, and it will be difficult for such a board to keep a good president or attract an excellent replacement. Challenge must come in a carefully constructed climate of mutual trust and respect in which both the board and president want each other to be the best, mutually serving an institution that aims to be the best. In this context, challenge is a positive, highly motivating force that makes the job one in which a president can grow and take joy in his or her accomplishments. Presidents do not take such challenging opportunities lightly and will not usually be looking around for other positions in the presence of these challenges.

Support from the board is crucial in maintaining the president's commitment to the institution, as well as in assuring the president's ability to serve the institution effectively. Even in the best of institutions, situations will arise that will require the board to express, sometimes publicly, its support of the president. Recalcitrant faculty and staff and controversial programs are often flashpoints for conflict within the institution or in the community, and a president is often the most visible target. As David Robinson, President of Edison Community College in Florida, said recently, "The chief executive officer is vulnerable. . . vulnerable to criticism, pressure, long hours, unrealistic expectations, alienation from family, and the overriding concern that the CEO is ultimately responsible for everything that happens in an institution . . . ."

In an institution engaged in collective bargaining, the president is a clear target for the tensions and frustrations that can accompany negotiations. Board members and union members find safety in numbers or in offices temporarily held, but there is only one president, and he or she often must take the full brunt of attack. More than one president has left a position because of lack of board support in such situations.

If the board and president have developed a healthy, open working relationship in which neither surprises the other, both will be prepared for and can even anticipate the occasional disruptions that will occur. If the board does not support the president in a situation where the president is correct or has been carrying out the consensus of the board, the eventual dissolution of the bond between board and president will result. Quality presidents have many job options, and few continue to work for a non-supportive board.

There is an additional kind of support boards can provide their peak performing presidents to secure their commitment to the institution. Outstanding presidents need outstanding administrative staff, highly competent secretaries, up-to-date office equipment, and may sometimes require special support services from speech writers, public relations staff, and political consultants. In an interview in *Issues and Observations* in 1986, John Gardner compares the college presidency to leadership positions in the military and in large corporations where a great deal of support is provided and notes, "The college presidency is just as hard a job, but it comes with almost none of the kind of support that helps make leadership possible." The board that wants to hold on to its outstanding president will assure that there is substantial support for the president in performing the multiple and complex tasks of leading and managing the college that are as complex as those in the military and in large corporations.

Staff Development

Some peak performing presidents will want to move to larger institutions or to new environments, and some will not be able to turn down attractive offers and challenging opportunities from other boards. Some will also become bored and will seek change for the stimulation it brings. The board may not be able to do anything if the president wants a larger institution or one located in a state where his or her family has been longing to live, but a board can clearly prevent boredom by paying attention to a president's need for continuing personal and professional development.

Presidents often lead extremely lonely lives within their institutions and even in their communities. Conventional wisdom has admonished presidents not to develop close personal relationships with board members, administrative staff, and faculty. In the community, they almost always live behind their public masks as representatives of the college, playing the role with some satisfaction but also at some personal cost for authentically rich personal relationships.

The proper decorum and public persona often required of a president create considerable stress for the individual and for his or her family. Boards that plan to hold on to a quality president need to be aware of these personal costs, and they need, at least as a growth investment, to pay attention to the president's need for challenge and change; for growth and development; for affiliation and peer support; and for intellectual stimulation.

To ensure presidents are well cared for in this regard, boards should, as a minimum, grant administrative leaves for the president. Three months paid leave every three years or six months leave every five years are popular models. Presidents should be encouraged and supported to develop state and national affiliations with appropriate professional organizations to enhance opportunities for development and to form peer networks for support and the exchange of information and ideas. Some top presidents will not want to spend their energies in national organizations and may wish to have more time for exploring their needs and providing services in the local community. The board should support such activities. For example, a president may want to teach in a university located in the area or may want to provide key leadership for developing a local museum or symphony orchestra. Presidents often need time away from day-to-day demands to reflect and to write about their experiences and their ideas. Support from the board for such activities, as long as the community college continues to operate effectively and efficiently, will go a long way in securing a president's allegiance to the college.

Quality presidents thrive on new ideas, new projects, and new challenges. The daily routine of administration wears them out, and they are revived when they can plan a new building, organize a new program, develop a liaison with college leaders from another country, or provide leadership for a state or national organization. As the board provides opportunities for the president to be renewed, so the president provides opportunities for staff and faculty to be renewed. The release of energy and creativity that accrues to the institution is of immeasurable value.

The outstanding community college presidents of this country are national treasures. They belong as much to the community college movement as they do to the individual institutions. When community college presidents have achieved this kind of leadership stature, they are committed to serving the profession and their commitment is often reflected in wanting to give something back to the profession. Such altruism is often expressed in terms of providing support and direction for emerging leaders. Presidents serve as mentors, advisors, and teachers of the next generation of leaders and do so with immense satisfaction. Boards should encourage their excellent presidents to make these contributions for the overall good of the profession in the community college movement and for the satisfaction that accrues to the president from service well given.

Salary and Benefits

The board that is highly satisfied with its president should have a long-range plan to support and maintain that president to retirement and beyond, always with the contingency that the president continues to perform at the level of quality established and expected. The board makes no more significant investment than to ensure that its primary task, the selection of a highly qualified president, occurs infrequently because it pays attention to its second most important task, maintaining and supporting a quality president for long-range institutional stability and excellence.

Some great presidents have been lost by boards on a margin of $10,000. How regrettable to lose a great president because another board offered $10,000 more. The search process to replace the president lost will cost from $10,000 to $50,000, not to mention the increase in salary probably required by the next president, including the costs associated with relocation. The other costs of change—expended time and energy, increased internal stress, adjustments to style differences, loss of historical continuity and community contacts, and program disruption—can be even more substantial. It usually takes an institution two to three years to stabilize when presidents change, and if the replacement does not work out, the institution can be harmed immeasurably and may begin to deteriorate visibly.

Salary should seldom be the reason for losing a good president. The board must, of course, deal with the realities of the local environment—limitations placed by salaries of other local and state officials, faculty salaries, and perceptions of fellow board members who may earn low salaries. A board that wants to keep its president and that plans to do just that will recognize and deal with these limitations. Board members will assure themselves of the value of their president by studying the compensation packages of other leading community college presidents and by becoming knowledgeable of their president's national marketability. They will make every effort to educate local and state officials, faculty, and fellow board members regarding the value of their investment in the president and their intention to maintain and enhance that investment.

> Why let a good president get away and take a chance on a replacement?

If local and state circumstances do not permit the $100,000-plus salaries top community college presidents are beginning to command, boards will need to design creative benefits to hold on to a leader of proven quality. Boards can enhance base salary with supplements from the college's foundation, pay $9,500 at the beginning of each year into a 403(b) plan for retirement, pay the president's contribution to a state retirement plan, provide special annuities and insurance policies, commit to an annual supplement of $5,000 to $10,000 for each year served to be paid following retirement, and commit to life-time health benefits for a return commitment of years served. Boards can grant long-term contracts, increase vacation days, support annual physicals, provide consulting days, purchase automobiles, pay for liability and disability insurance, pay professional and club membership dues, and provide spouse travel. Top community college presidents receive most of these benefits in addition to an attractive salary.

One of the best benefits a community college board can provide is standard practice in private education, the provision of a home or a substantial housing allowance. In a 1988 study by the AACJC Presidents Academy, *Chief Executive Officers: Contracts and Compensation*, 14 percent of the community college presidents surveyed indicated that their boards provided a home or a housing allowance. The allowance averaged $8,132 for 1986. When homes are provided, maid, maintenance, and lawn service are often also included. When salary increases are politically impossible, a home or housing allowance, often supported by the college's foundation, can be an attractive benefit that will keep a peak performer at the college.

Managing Board Members

A special bond exists between a highly competent board and a highly competent community college president. Working relationships are carefully honed and include a considerable measure of mutual trust and respect. A particular culture and style for doing the business of the college emerge over time, and this culture and style are nurtured and valued by those involved.

The selection of the board chair who will foster this culture and style is a crucial decision of the board. A peak performing president deserves a peak performing board chair. The board chair's relationship with the president and with other board members must be excellent if the college is to maintain and enhance the excellence to which it is committed.

Most community college board chairs are elected for one-year terms, and many community colleges rotate board chairs based on seniority of the term in office. While these traditional approaches may seem fair and politically sound, they do not guarantee that the best board chair will be selected. Changing board chairs every year can be as disturbing to the institution as changing presidents every year would be. Outstanding boards that want to hold on to an outstanding president should consider changing their policies to allow for the best board chair to be elected, even if that means the same person will hold office as chair for a number of years.

One of the board chair's primary responsibilities is to manage board members, and only the best board chair can do this effectively. As one community college president said, "It is the board chair's role to keep the small minded, envious or contentious board member from tying up too much of the president's time in stroking board egos or responding to petty requests." An effective board chair is one who frequently reminds the rest of the board of the difference between policy and administration; who will forcefully remind the occasional transgressor that the president works for the board as a whole and not for any individual board member; and who will see splits, personality clashes, and political divisions within the board as his or her primary responsibility to resolve rather than the president's.

If they wish to retain their excellent president, continuing board members must take an active role in orienting new members to the special style and culture of the board. Such orientation must include more than a casual visit over a drink following a board meeting. New board members should participate in an orientation involving the president and other board members designed to acculturate new board members. A retreat, early in the tenure of new board members that involves all members of the board, is a clear message of the value continuing board members give to board membership.

Such a retreat can provide opportunities for all participants to review programs and operational style and to make and renew commitments to the special bonds and culture that have proven effective. In addition to reviewing programs and procedures, the retreat should include opportunities for new board members to

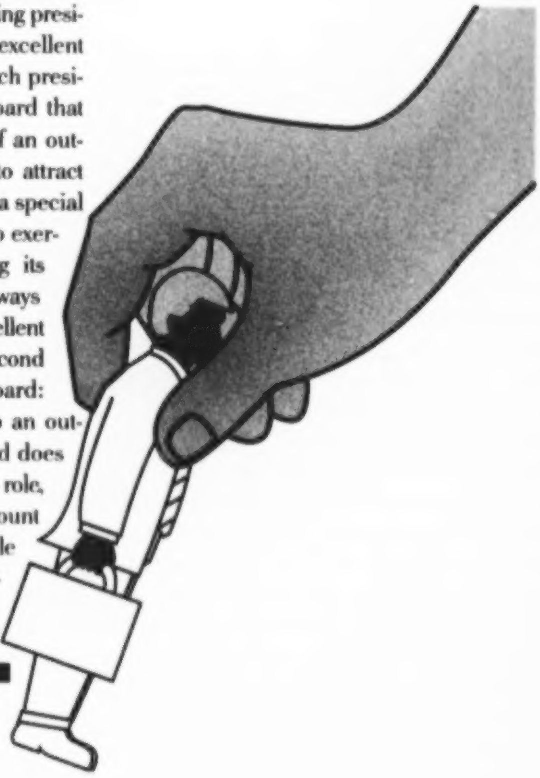
> "The chief executive officer is vulnerable. . . vulnerable to criticism, pressure, long hours, unrealistic expectations, alienation from family, and the overriding concern that the CEO is ultimately responsible for everything that happens in an institution. . . ."

learn about the values and visions of their colleagues and to share their own.

A special feature of such a retreat should be a frank discussion of the value of the president to the institution and the board's responsibility for maintaining and enhancing that value. The board chair or other highly respected board member must lead this discussion and help new board members understand the rationale behind the president's salary and benefits, staff development opportunities, and challenge and support from the board. Following the retreat, a mentor from the continuing board should be assigned to each new board member for the first year. A major part of the mentor's role would be to help the new board member understand and appreciate the outstanding president the institution is fortunate to have.

Almost every major study of leadership in higher education points to the president as the key to an institution's effectiveness and reputation. George Vaughan, in *The Community College Presidency*, goes so far as to say "The nature of the American community college can only be truly appreciated through an understanding of its most important leader." Over time, presidents emerge who are exceedingly effective and who transcend the norm for most presidents. In the community college, just as in four-year colleges and universities, there is not a surplus of these peak performing presidents. For institutions that are excellent or that wish to be excellent, such presidents are a requirement. A board that wishes to retain the services of an outstanding president or wishes to attract such a president must itself be a special board, a board that is willing to exercise leadership by supporting its president in some or all of the ways suggested in this article. An excellent board will pay attention to the second most important role of the board: maintaining and holding on to an outstanding president. If the board does not pay sufficient attention to this role, it will spend an inordinate amount of time on the most important role of the board: employing a president, employing a president, and employing a president.

—Terry O'Banion ■



EMPLOYEE RELATIONS

Excellence in Teaching

President Bush said in his first budget address to Congress that this nation "can't tolerate mediocrity" in education. Neither can Carter Carroll, history professor at College of DuPage in Illinois.

Not content with uttering platitudes, Carroll took an idea and developed the Alliance for Excellence in Teaching, an alliance that honors and organizes the outstanding teachers within the community colleges of the state of Illinois.

"Making excellence the only acceptable standard in teaching" is the alliance motto, which exemplifies the high ideals that are incorporated into the Alliance for Excellence in Teaching (AET).

The AET is based upon the concept that teachers are invaluable resources who focus attention on excellence in teaching, act as role models for faculties, examine critical problems in the classroom, form instructional networks, promote professionalism, and advise on educational programs and policies.

Each year, Illinois community colleges select a member of their individual faculties to be the college's outstanding teacher. These teachers are then honored by the Illinois Community College Trustees Association. AET is composed of these outstanding teachers.

"At first, alliance organizers feared other teachers might be reluctant to participate in workshops sponsored by an elite group of teaching award winners," said Carroll. "However, everyone has responded enthusiastically. In fact, many schools are eager to host the specialized programs."

The AET has held a series of workshops at various community colleges since its inception, all dealing with how to improve teaching. Topics of some of the workshops include "Identifying the Characteristics of an Effective Teacher," "Why Students Do Not Learn," "Major Educational Problems Confronting the Community College," and "Designing Creative Strategies."

One of the benefits of the alliance is networking, allowing these teachers to share what does and doesn't work in class, and allowing them to learn from each other.

"There is a lot of networking going on that teachers can tie into," said Carroll. "Teachers have contacts now that the system is in place. They know at least two or three people, some trustees and administrators, in each community college in Illinois."

Carroll, who has served as director of the organization since it began, said the alliance hopes to duplicate its success across the country. "What has been done in Illinois can be repeated in other states and on a national level," wrote Carroll in a letter published in *The Chronicle of Higher Education* in 1988.

The community colleges of the University of Hawaii conducted their sixth annual statewide conference on excellence in teaching for faculty and staff members last February in Honolulu. Speakers and panelists offered provocative national, local, and international perspectives on excellence in teaching to over 700 educators from Hawaii's seven community colleges.

Patricia Cross of the University of California, Berkeley, gave the keynote address "Community Colleges as Teaching Institutions: Achieving Excellence in Teaching." She also conducted two workshops, "Overcoming Learning Barriers," and "Classroom Research." Cross believes the most important academic research is the research that goes on in the classroom.

In addition to two general sessions, the conference featured 25 separate workshop sessions for participants to choose from.

"These days I can teach only half as much as I could in the 1960s," according to Landon Kirchner, assistant dean, humanities and social sciences at Johnson County Community College in Kansas. Many of the students who come to JCCC are not prepared for college. Instructors also find that students don't know their own culture. Furthermore, their concentration and focus is limited. At JCCC there's the additional problem of priorities.

"Students are not divorced from their living circumstances here," says Kirchner. "It's not like a university where students are separated from the world. Many of our students have a family and jobs that take precedence over school."

In spite of these drawbacks, JCCC has found a number of directions it can take to encourage standards of excellence and achievement from its students.

"What distinguishes us from universities is that we do so much supplemental classroom instruction," says Jim Williams, assistant dean, communications and academic advancement, "and that we offer, support services such as the Writing Center and the Academic Achievement Center."

Outstanding instruction also encourages student achievement and JCCC is well known for the quality of its teaching. At JCCC the teachers concentrate on teaching.

"The instructors pay a lot of attention to teaching techniques," Kirchner says. "Students say that teaching is better here. At universities they often get graduate assistants or professors more interested in research than teaching. The emphasis

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Programs for Prison Inmates

Since his retirement as Chief Justice in 1986, Warren Burger has studied the prison system, concluding that portions of the criminal justice system are deeply flawed and the nation would be better served by a system that teaches its inmates how to read and write, or the skills of a trade.

"Why do we tolerate this?" Burger asked at the annual AACJC Truman Lecture. "I hope the community colleges would find this a rewarding subject to explore."

Burger suggested that community, technical, and junior colleges reach out to prisons in their areas, organize prison visitation programs, conduct seminars on the prison and criminal justice system, and work with state and local prison authorities to improve the education system behind bars.

Minnesota spends between $20,000 and $35,000 a year to house each man or woman held in adult prisons. For the past 12 years, a group of educational institutions has been spending a few hundred dollars a year on the theory that education might keep those men and women from returning to prison.

The union of six institutions was originally formed by Minneapolis Community College, Augsburg College, Metropolitan State University, and the University of Minnesota. In recent years, Lakewood Community College and Northeast Metro Technical Institute have joined. Minneapolis Community College (MCC), nationally recognized for its Learning Assistance Center, took over leadership of the Consortium in July, 1988.

Now known as the Minnesota Prison Education Consortium, its mission is to give prison inmates the opportunity to achieve proficient levels in reading, writing, and mathematics, with the added prospect of taking college courses. Inmate students have the opportunity to plan and achieve two- and four-year degrees from Consortium schools.

The Consortium provides educational programs in one federal prison and four state correctional facilities. The annual budget for programs, staff, and administration is approximately $450,000. The services provided by the Consortium are paid through contracts with the state Department of Corrections, Oak Park Heights Correctional Facility, and the Federal Bureau of Prisons.

Help with literacy and developmental skills in reading, writing, and math is integrated into the Oak Park Heights and Stillwater men's programs to support students in their efforts to obtain college credits.

Frank Wood, warden of the Oak Park Heights facility, says, "Many of our inmates lack education. Therefore, the Minnesota Department of Corrections has made literacy a high priority.

"We shouldn't be putting men and women back on the streets with the same constraints they came to us with."

The colleges within the consortium offer about 40 college-level courses and serve nearly 800 students per year. MCC serves an additional 1,700 inmates through assessment, literacy skills training, and developmental and continuing education classes. In all, some 3,000 inmates are served in some way by the Consortium.

A major goal is to allow inmates to experience success with learning.

"We know that education contributes to people's success," says Al Webster, director of education at Oak Park Heights. "If we can recreate the characteristics that support success for people outside of prison, we should be able to hypothesize that, with education, success will follow for some inmates as well."

Knowing they can learn to read and write, become proficient in math, and succeed at college level work can profoundly affect how inmates view themselves and others, say those involved in the Consortium.

Ken Smead, MCC director of prison education programs at Stillwater and Lino Lakes, says, "Prison is an opportunity for inmates to take a new look at themselves and the world they live in, so they can make some changes when they leave here. School helps them think about some achievable, long-term goals." ■

TRENDS AND ISSUES

Community Colleges to Head 21st Century Education Efforts

Napoleon said that a leader is a dealer in hope. The Leadership 2000 conference held in San Francisco in June gave credence to that thought.

Participants from the U.S. and Canada found the message of hope threaded throughout the keynote addresses and symposia.

The conference, sponsored by the League for Innovation in the Community College and the Community College Leadership program at the University of Texas at Austin, brought together speakers and seminar leaders who delineated a future vision of our society and the role and responsibilities of community colleges in that future.

Several major themes emerged during the four days which emphasized the vital leadership role facing community colleges if we are to meet the challenge of creating an educated citizenry and workforce for the 21st century. Those themes focused on investing in people, preparing for a global economy, creating a climate that inspires excellence, and encouraging innovation in education.

Robert Gordon, President of Humber College in Toronto, set the tone for people power with his declaration that "Brainpower is the fuel of the future." This idea was echoed by Tom Peters, author of *In Search of Excellence* and *Thriving on Chaos*, who closed the conference by emphasizing that our society must commit to developing a world class work force. Community colleges, he emphasized, must and will play a major role in this effort as they are the leaders in educational experimentation and willingness to effect change.

With their close ties to local communities and to economic development, community colleges are uniquely positioned to provide leadership in preparing students for the world marketplace and businesses for international competition. Gordon emphasized, "Public education must be up to international standards." Public and community colleges must adopt the larger view of the world as community, he said. New curriculum must be blended into the traditional to reflect this view.

Many speakers emphasized that to strengthen community colleges for their crucial educational role, investment must be made in the people who power the college. Opportunities should be provided for faculty and all personnel to realize their maximum potential, to widen their horizons for leadership, and to recognize their role and importance in the education of students.

Patricia Cross, of the University of California, pointed out that good morale is the outcome of shared vision. A visitor to campus should be able to ask any employee, "Who is responsible for the education on this campus?" and find the response to be, "I am."

An important component of the theme of investing in people was an emphasis on serving the growing minority populations in the United States. Many called attention to the fact that minorities will make up a large proportion of our work force in the next century and will need to be literate and possess a wide range of employable skills. Equally important is preparing them to be informed and participating citizens.

Donald Phelps, chancellor of the Los Angeles Community College District, argued that accommodating ethnic minorities is not a temporary phenomenon, as yesterday's minorities are today's majorities and services good for minorities are good for all students.

The need to increase the flow of minority faculty was addressed by Dorothy S. Linthicum and James D. Tschechtelin. They pointed out that while we are becoming an increasingly multicultural society, our educational institutions do not reflect this at the level of faculty and administration. In their view, minority faculty would help all faculty and students to see cultural differences and change their perceptions of minorities. More importantly, more minority students would complete programs if they had inspirational role models and advocates on campus.

The trustees in the audience were challenged to recognize that it is the board of trustees that carries primary responsibility for creating a climate in which leadership and innovation can flourish. The board must provide the resources and tools, incentives for excellent performance, and the freedom for faculty and administration to take risks. . .which will invariably lead to some failures as well as to progress and success.

The challenge for trustees is to recognize and reward excellence, to focus on the positive and constructive in decision making, and to trust their own judgment and that of the college staff as we embark on new educational adventures. "Trust is a risk game. The leader must ante first."

In the process of education we must create the leaders our country and the world will need.

—Susanna C. Orzech ■

COMMENTARY

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In the decades since mid-century the divisions that have historically marked the demography of the United States have increased dramatically. Changes in the makeup and the conditions of the American population have resulted in a society divided not only by race, income, and education but also by age. America's non-European origin populations, which have historically lagged behind the rest of the population in education and income, now constitute 25 percent of the nation's population. And, as a group, they are significantly younger than the rest of the American population.

The impact of these changes is already being felt by schools. Non-white students are already the majority population of America's largest urban school districts. By the end of the century they will constitute over 40 percent of the national school population. But the impact will soon be felt powerfully in other sectors, most notably the economic sector. Non-white workers will constitute a third of the American workforce by mid-21st century.

Over the next 50 years Afro-Americans, Amerindians, Asians, and Latinos will have to assume societal burdens that will be disproportionate to their socio-economic and educational status in American society. These population groups, by virtue of their numbers and age, will increasingly support those who have consciously ceased to produce (retirees) and those who are unable to produce (the aged, the infirm, the disabled, etc.).

Demographic growth, however, has not translated into improvements in the status of non-whites in American society nor in their ability to influence the course of American society. The legal protections and the economic, educational, and social benefits of American citizenship continue to be more promise than reality for the majority of non-white Americans. Afro-Americans, Amerindians, and Latinos constitute an inordinately high and growing percentage of America's low income and impoverished populations. Moreover, the gap between have and have-nots, has grown rather than shrunk during the last decade. And these same groups continue to manifest lower levels of educational achievement and attainment than do whites.

The challenge is a staggering one, given the increasing complexity of American society and the demands it places on its citizens. What it will require is the provision of quality education, adequate nutrition and health care, decent living conditions, and necessary social services for those population groups that have historically been excluded from the benefits and protections of American citizenship.

Despite the growing urgency of the matter, the national public policy response over the past decade has been resistance to addressing the challenge comprehensively or substantively. Instead the emphasis has been on values, as if well-being were a function of attitude rather than of income, and on protectionist policies and practices, which continue in other guises the denial of opportunity and the withholding of advantage from non-whites. These take such forms as demanding more of students without giving them more, of legislation to give English official status rather than addressing the problem of growing illiteracy, etc. And, most worrisome of all, there is growing scapegoating of the victims, whether the issue is crime, drugs, education, employment, health, housing, literacy, or political participation.

Educators and educational policymakers bear a special responsibility for calling attention to and challenging the shortsightedness that informs America's response to the growing divisions within it. At stake is the future well-being of all Americans. However difficult it may be for White (and older) America to accept its share of the burden, however great the cost of shouldering that burden, far greater will be the cost of not recognizing and assuming it. Not to do so is to risk the survival of a society that for all its defects and deficiencies does provide its citizens with the opportunity and the freedom to improve their individual and collective lot.

Arturo Madrid is president of The Tomás Rivera Center, A National Institute for Policy Studies, affiliated with The Claremont Graduate School, Claremont, California.

"Commentary" is a regular feature of the Trustee Quarterly *in which noted observers of the community colleges share their special perspective on issues of importance to lay education board members.*

continued from page 12

here is on strong teaching techniques and on textual materials that will help students assimilate information."

College instructors have established their own standards for the classes they teach. For example, the math and science faculties coordinate the content and grading of their courses so that when students complete a specific course the faculty knows that each student has mastered a body of knowledge.

"Our faculty is committed to creating critical thinkers," says Sally Winship, assistant dean, science, health care, and math. "Through their evaluations students show that they appreciate what these teachers do. The students recognize that independent thinking is good and appreciate that instructors care about them." ■

CALENDAR

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11–13
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20–22
Association of Boards of Trustees of
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26–27
Kansas Association of Community Colleges
Hutchison, KS

29–31
Texas Association of Community College
Board Members and Administrators
Austin, TX

November

1–4
Florida Association of Community Colleges
Miami, FL

8–10
Missouri Association of Community
and Junior Colleges
Lake of the Ozarks, MO

9–10
Virginia Community College System
Virginia Beach, VA

10
AGB Endowment Management Seminar
Boston, MA

January

14–16
AGB Institute for Trustee Leadership
for Independent Institutions
Winston-Salem, NC

17–20
American Council on Education,
Annual Meeting
Washington, DC

29–30
AGB Seminar on National Policy Making
Washington, DC

February

8
Nebraska Technical Community College
Association
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8–9
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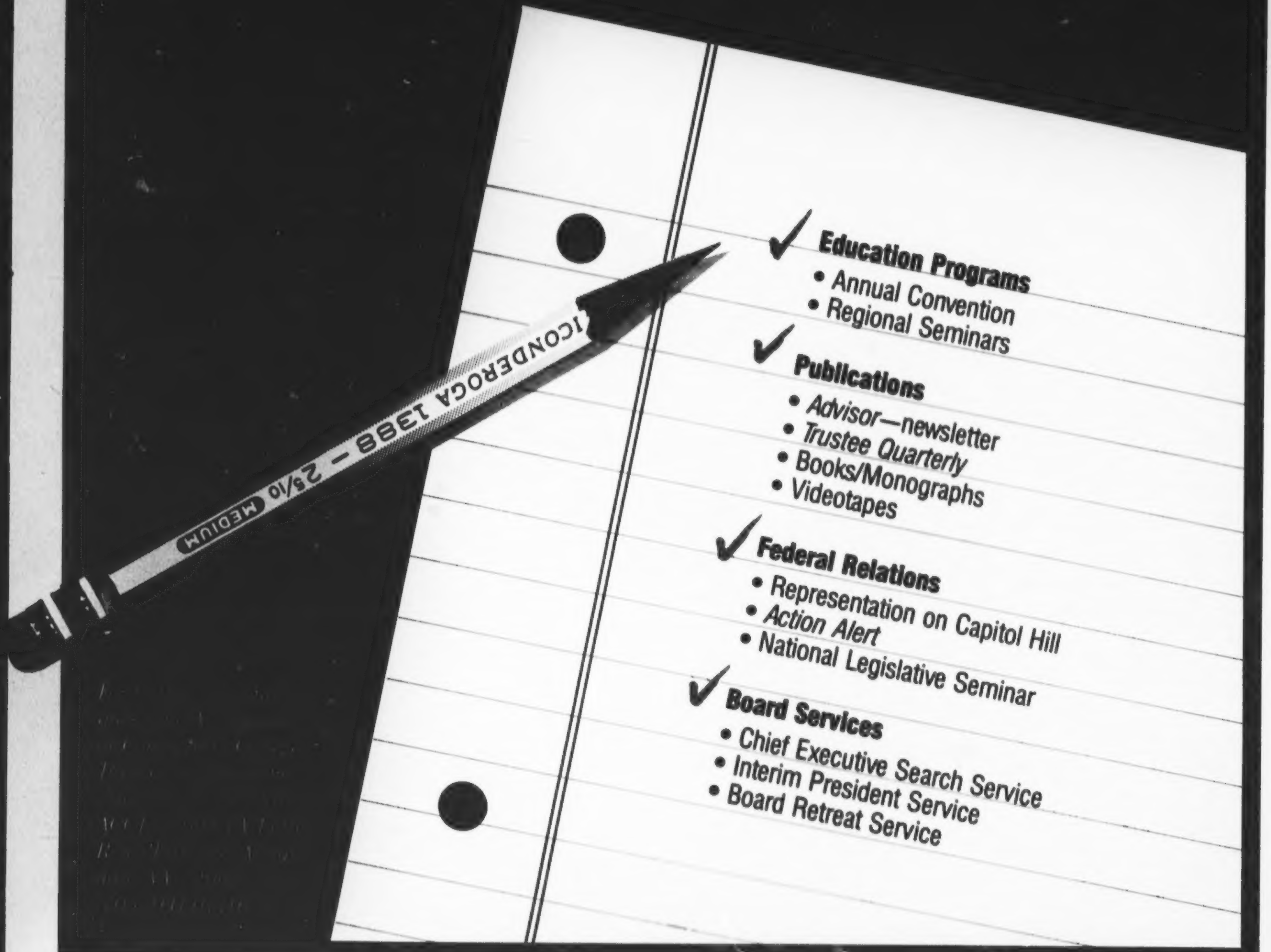

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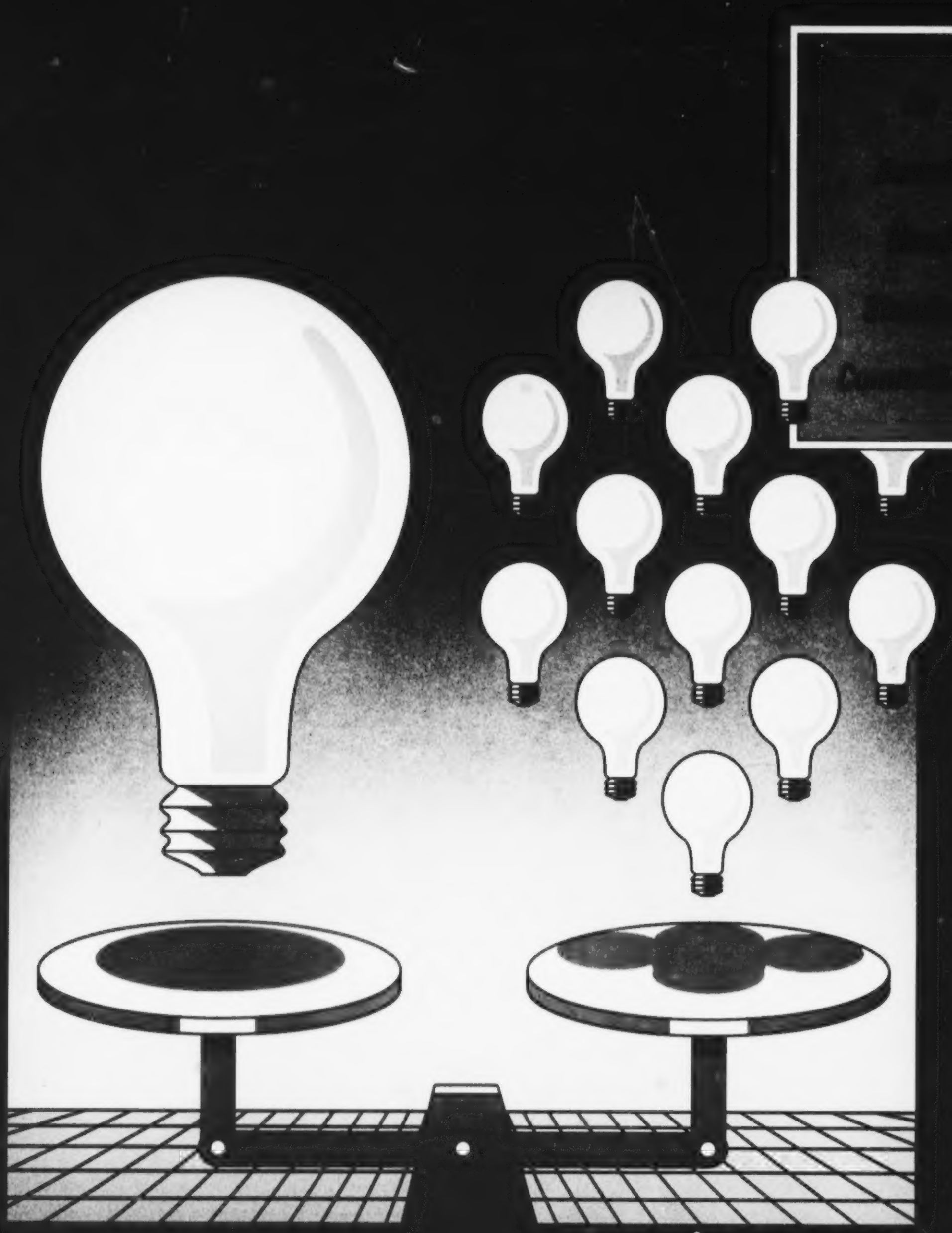

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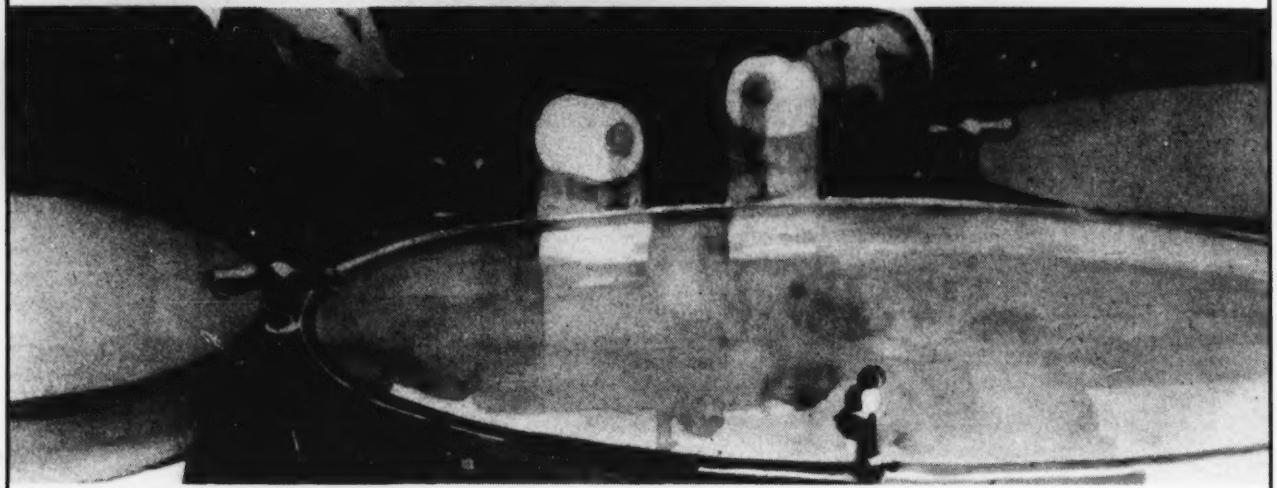

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Opinions expressed are those of the authors and not necessarily those of ACCT.

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WINTER 1990

TRUSTEE
QUARTERLY

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Do Boards Need Standing Committees?

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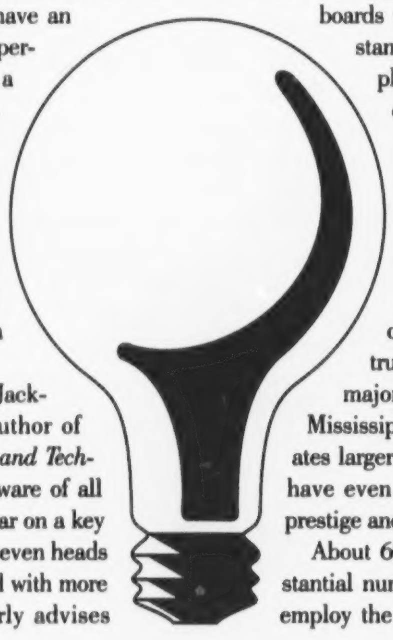
Community college governing boards find strength in unity. A board functions best when all members participate in decisions and all have an opportunity to contribute their expertise. The practice of breaking a board into standing committees for planning, finance, academic affairs, student affairs, buildings, and other areas of oversight—the standard practice at most private four-year institutions—is the exception rather than rule for community colleges, where governing boards are small and have the luxury of discussing all matters as a board-of-the-whole.

According to George Potter, board chair at Jackson Community College in Michigan and author of ACCT's *Trusteeship: Handbook for Community and Technical College Trustees*, "Everyone should be aware of all the information that is going to be brought to bear on a key decision… Two heads are better than one, and seven heads are better than three." Potter, who has consulted with more than 100 community college boards, regularly advises them not to form committees unless the membership is large and difficult to manage as one unit. As a rule of thumb, he argues, boards with nine members or fewer should not have standing committees; those with 15 or more people can find the committees useful; and boards consisting of ten to fourteen trustees may find them useful or not, depending on their needs and the will of the board.



James B. Tatum, a trustee for 26 years at Crowder College in Neosho, Missouri, agrees that board size is the key factor in determining whether committees will be useful. Most community colleges have fewer than seven trustees and almost all have fewer than 12. The major exceptions, he notes, are in states such as Mississippi and North Carolina where the system creates larger boards or at the nation's private colleges that have even larger boards to enhance their institution's prestige and fundraising power.

About 60 percent of community colleges and a substantial number of state colleges and universities do not employ the committee system and prefer to function as committees of the whole, reports John Nason in his 1980 book, *The Nature of Trusteeship: The Role and Responsibilities of College and University Boards.* A more recent profile of 90 community college boards in 24 states found that more community college boards may be using committees than has been recognized. According to a 1987 dissertation study conducted by Lynn Whitmore, now the dean of instruction at Rowan-Cabbarus Community College in Salisbury, North Carolina, some 11 percent of the boards surveyed had one to two committees and about one-third had three to five committees. Ten percent of the boards surveyed had six committees or more. Forty percent of the boards had no internal board committees.

She relates growing interest in standing committees to the increasing external pressures on community colleges and colleges in general over the past decade. "There are demands for greater accountability and assessment, improved budget management, better planning, and more responsiveness to demographic changes. These pressures may have forced trustees to take their jobs a little more seriously. Colleges realize that they can't fly by the seat of their pants anymore. As a result, presidents are breaking boards up into smaller working groups to focus on specific issues," she says.

Whitmore notes that appointed boards, which are larger than elected boards and often meet less frequently, are more likely to have committees than the elected boards. Most community college boards in North Carolina, for example, are appointed and meet monthly. Committee meetings allow trustees to deal with important issues as they arise and also allow some board members to become familiar with the often complex details that are often necessary to make good recommendations.

> ***"A board that organizes into standing committees can create problems for itself and for the college administration. The danger to the board is that a minority of the board effectively acts as the board in such important areas as finance and personnel."***

Institutional data collected by ACCT on committee participation reveal that some boards operate dramatically differently from their counterparts nationwide. For example, some large boards—such as at Mississippi's Gulf Coast Community College—have 20 to 30 members but few committees. Meanwhile, at the other extreme, Erie Community College in Buffalo has nearly as many board committees (nine) as trustees (ten).

William E. Taborn, past chair of Erie's board, says that the committees enhance the board's effectiveness. "Committees take advantage of board members' interest and areas of knowledge and expertise and effectively broaden the members' understanding of the college." The board, which had long-established standing committees for budget and finance, personnel, and curriculum, has continued to add new committees during the past eight years to meet new internal and external pressures. The new committees cover affirmative action, community service, faculty/student association, planning, and student services.

Other trustees who serve on committees say that standing committees are necessary, regardless of board size. Leonard Keller, a trustee of Milwaukee Area Technical College, argues that standing committees help his board manage its heavy workload. "Board meetings can get too long to cover adequately and in depth all the issues," Keller says. "We organize our members into committees to address specifically and in detail those matters board members feel must be discussed at length." The board has nine members and three committees—for finance, personnel, and operations; education, institutional relations, and planning; and for management of the college's two licensed public television stations.

According to Alton W. Yates, board chair at Florida Community College at Jacksonville, setting policy for an institution with 88,000 students and a $66 million budget is a complex job that calls for oversight by committee. "The sheer volume of information provided by the staff and faculty to the board does not lend itself to a full, fair, and complete understanding if it were presented to the full board. However, since it is analyzed, dissected, and questioned in committee, then it is better understood—and better policy results," Yates says. The seven-member board is organized into four committees—for institutional advancement, instruction/student development, human resources, and finance and facilities.

Jerome F. Wartgow, president of the Colorado Community College and Occupational Education System, claims committees provide valuable on-the-job training that keeps trustees involved and administrators on their toes. "Committees train board members to be experts in all areas. The [trustees'] questions, especially in areas where they have little knowledge, keep administrative staff sharp and looking into issues with a sharp eye."

One unique aspect of Colorado's state community college board is that it operates a dual committee structure that has led to considerable interaction between board members and presidents of the state's 11 community colleges, according to Wartgow. The state board has a three-member executive committee that has the power to act for the board in an emergency, a three-member personnel and policy committee that meets at least once between board meetings to draft policies for first reading, and committees for program and planning, budget and finance, and facilities. This committee structure is paralleled by committees of the community college presidents, who meet regularly. Everything the board committees discuss is referred back to the presidents and vice-versa, according to Wartgow.

In *Governing Boards: Their Nature and Nurture*, Cyril O. Houle summarizes the benefits of standing committees:

> They provide the opportunity to make needed investigations and clarify policy; to use the special talents of board members in a focused fashion; to carry out essential functions that do not require the time of the full board; to aid in the involvement of individuals; to help train board members for positions of responsibility; to strengthen weak board officers; to speed up decisions; to permit the discussion of confidential matters not appropriate with the whole board; to give recognition to board members; and to proclaim the board's interest in a certain subject or field of work.

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"Boards can prevent committees from becoming overly divided or meddlesome by rotating committee membership, limiting terms of committee chairs, opening committee meetings to all members, and distributing committee agendas to the entire board."

••••••••••

The most common standing committees are the executive, facilities and grounds, curriculum, and personnel committees, notes Lynn Whitmore of Rowan-Cabbarus Community College. Her college survey indicated that a sizable number of colleges also have legislative affairs committees that give trustees a more direct line to their state capitols. Increasingly, colleges also are establishing committees for planning and research that reflect concerns about enrollment planning and meeting accreditation and accountability standards.

While standing committees can draw attention to priority areas, observers are quick to point out the inherent dangers of the committee process. George Potter says that a board that organizes into standing committees can create problems for itself and for the college administration. The danger to the board is that "a minority of the board effectively acts as the board in such important areas as finance and personnel… I have never found [a situation] yet where I can recall a board changing the decision of the committee… It's not necessarily a matter of the committee usurping power. What happens in practice is that the board relies too much on its own committees. The board says, 'They've studied it; therefore we'll rely on them.' "

The threat to the campus administration, Potter says, is that board committees, in order to justify their time and existence, tend to become overly involved in day-to-day matters and make themselves a nuisance to professional staff. "It happens every time. A committee meeting two or three hours a month to discuss personnel matters will get into areas where they have no reason to be."

Jim Tatum of Crowder College says that committees "tend to do end runs on administration and get into doing things to the exclusion of other members of the board." But Tatum notes that standing committees don't have to be a problem; they become one due to the overly intrusive or passive natures of individual board members. While some committees become overly involved in the minutiae of running a college, others can be faulted for not doing anything, Tatum says.

"Board members come in two types," Milwaukee's Leonard Keller says. "Some members prefer to deal only with broad governing policy and give the administration full flexibility. Others are so intrusive in their interests that unless someone pulls the reins on them, they will get down into what others feel are the administrative and operational prerogatives of the district director… There are those board members who say, 'All I want to see is bulleted statements on one sheet of paper. I'm so overwhelmed with the paper, I don't care to get any more.' And there are others who demand a significant amount of background material."

The diversity of the board members, Keller notes, "ensures that the board does not stagnate in either direction."

Alton Yates of Jacksonville argues that committee involvement actually *prevents* the board from becoming overly involved in administrivia. "Because the board understands the issues it must decide, board members don't have to go around badgering administrators for explanations about what it is they must decide or what they did at the last meeting."

Some committee members don't work well together and don't get along. The nitpickers, showoffs, and eternal dissenters must learn that the overriding goal of committee work is not satisfying their own egos or advancing their own points of view but serving the interests of the college. Boards can prevent committees from becoming overly divided or meddlesome by offering seminars that educate trustees on their appropriate roles. Other safeguards include rotating committee membership, limiting terms of committee chairs and board officers, opening committee meetings to all members, and distributing committee agendas to the entire board.

Explains John Nason in *The Nature of Trusteeship:* "Some rotation of the board is desirable not only to provide experience and involvement for board members, but also to prevent an entrenched bloc within the board. Committees that continue with the same membership for a long period of time can become very powerful and usurp certain of the decision making functions of the board as a whole." Other principles of good practice that Nason cites include giving committees clear and constructive assignments; and seeing that committees hold regular meetings and prepare written reports for the full board so that board members will have time to digest the contents and be prepared to ask questions.

> **"Committees help board members feel more involved, give them more responsibility and individual role; but the chair has to set limits."**

William Taborn of Erie Community College and others say that the board chair plays a key role in ensuring that committees function well. The chair must take advantage of board members' interests, experience, and expertise. He must remind board members that the goal is to set policy and not patrol the college. Board members also must be reminded that they only act as one fraction of the board when they are talking to college officials, Taborn says.

"Committees help board members feel more involved, give them more responsibility and individual role; but the chair has to set limits," he says. "The board chair has to let [trustees] know when they go too far."

Observers note that committees work best when they have a specific purpose and go out of existence once their goals have been achieved. Many board chairs prefer ad hoc committees, which are founded as need arises and discarded as soon as they meet their goals, for that reason.

The board at Maricopa Community College in Phoenix, for example, has no standing committees. But board members serve with faculty and administrators on executive committees for capital development, budget, technology, and public relations, according to Linda B. Rosenthal, chair of Maricopa's board. She says that special ad hoc committees have helped overhaul the arts and science degree program, promoted affirmative action, and focused on the needs of at-risk students.

She notes from her own experience serving on campus committees that there is "more minutiae in committee than needs to come before the board." This is particularly true, she says, with issues of budget and finance that by their nature and importance require attention to detail.

According to the *Handbook of College and University Trusteeship*, written by Richard T. Ingram and associates in 1987, ad hoc committees can be valuable if used sparingly, if they meet a specific and widely understood charge, and if they are time-limited and close shop when they have accomplished their goals.

The authors mentioned above advise that all committees be required to meet a specific test. If they cannot justify themselves on the basis of how well they meet institutional needs, they should be closed down.

In the words of William Taborn of Erie Community College: "There's enough work to do without committees making more for no reason."

—Sheppard Ranbom ■

The Board's Role in Planning and Institutional Effectiveness

"If you don't know where you are going, you will probably end up someplace else..." This provocative title of David Campbell's monograph on strategic planning suggests the importance of planning to the community college. A principle trait of the community college from its inception has been the ability to anticipate the future and adapt appropriately to changing trends. With the changes projected for the 21st century, planning is a survival skill that is imperative for the two-year college.

Midlands Technical College in Columbia, South Carolina, recently completed a strategic planning activity that has significantly enhanced the college's reputation in its service region and has met regional accreditation bodies' criteria for institutional effectiveness. Of special interest to the accrediting body, the Southern Association of Colleges and Schools (SACS), was the role of the board in planning. The following is a description of the planning process which highlights the role of the board.

In the fall of 1986, the Greater Columbia Chamber of Commerce initiated a strategic planning project for the Central Midlands of South Carolina. At the time, the college was beginning its own strategic planning under a new president and preparing for reaffirmation of accreditation. The Chamber's plan projected that by the year 2001, "Midlands Technical College will be one of the top ten community colleges in the nation." Quite an ambitious goal!

In response, the college utilized the Chamber's challenge as a platform from which to publish in February 1988 its "Vision for Excellence," the college's blueprint document of projected accomplishments by the year 2001.

This comprehensive planning took 18 months and involved a majority of college personnel, including the governing board. Since the planning project began at the same time the college was about to begin its ten year Self-Study for reaffirmation by SACS, the two projects were integrated. The college's Strategic Planning Committee served as the Institutional Effectiveness Committee for the duration of the Self-Study. Institutional effectiveness is a relatively new concept that integrates planning and evaluation and attempts to assess the effectiveness of a college in implementing its mission.

The planning process followed the normal steps in planning: assessing the present condition of the college (14 committees were formed, each addressing certain areas of the Self-Study process), projecting the future, clarifying the mission, projecting goals, developing action plans, allocating resources, and developing evaluation measures.

Some aspects of the Midlands approach that were very helpful to the college are not contained in all planning models. These include development of value statements, articulating a vision, and formulation of critical success factors.

The result was an Institutional Effectiveness Program that exceeded the SACS *Criteria* and has improved the reputation of the college.

Alvin Toffler observed that "All education springs from some image of the future. If the image of the future held by society is grossly inaccurate, its educational system will betray its young." It is incumbent upon governing boards of community colleges that they hold a reasonably accurate view of the future for their community and challenge their institution to develop programs and services to respond to the projected changes.

The Midlands Technical College Commission, or Board of Trustees, accepted that challenge and were key participants in the success of the college's Institutional Effectiveness Program.

The board, whose members are recommended by their community legislative delegations and appointed by the Governor, is a group of twelve talented individuals with varied backgrounds representing the two main counties in the college service area. Each year the board goes on an annual retreat that allows them to concentrate on their college governance responsibilities directly, without outside demands on their attention. Over the years, this practice has proven valuable to both the board and the college.

The annual retreat allows individuals to interact one-on-one, removes communication barriers, and provides the time to become totally involved in strategic planning and problem solving.

As agreed by the entire board, participation in the planning process was targeted to the following key areas:

Understanding the Basics of a Good Planning Process

One key to success in reaccreditation was the active role the board played in the overall planning process. The number one priority of the board was to understand the basics of a good planning process and to pledge their support and participation.

In the early phases of the process, Midlands Technical College's president lead the board, during an annual retreat, in a presentation and discussion of the fundamentals of strategic planning and reviewed his and his staff's work on vision, mission, and values statements. Board members were assigned by the chair to appropriate committees utilizing their backgrounds and strengths. During its discussion of planning at the August 1987 retreat, the board discussed vigorously, then agreed on the basic vision, mission (role & scope), and value statements of the college. They also felt it appropriate that the president should take the leadership role in planning with their consultation, and pledged their support to allocate adequate resources to facilitate the process.

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> ***"The Institutional Effectiveness program that grew out of a two-year strategic planning process significantly enhanced the organizational culture and reputation of the college."***

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Focus on the Big Picture

According to Dan Grady, former ACCT President, "The challenges our colleges face of promoting excellence, while at the same time providing accountability to important constituents, demands trustee leadership, leadership that I believe can make a difference in this country's quest for education excellence."

In this vein, the board agreed that their role in planning should be at the policy and direction level. Therefore, a majority of board involvement occurred at the early stages of the process. The first action of the board was to gain broad understanding of the current and future issues facing community colleges. At the August 1987 board retreat the executive staff of the college presented an overview of the projected demographics of the college's service region and assisted the board in developing assumptions about the future, clarifying the mission statement, and developing directional statements and long-range goals.

Through the added involvement of faculty and staff, the college produced in February 1988 its *Vision for Excellence* and a companion *Strategic Plan*. These documents described the desired future state of the college and outlined a plan for attaining this projected future.

In April 1988, the AACJC-sponsored Commission on the Future of Community Colleges, after almost two years of work, published *Building Communities*. The Futures Commission studied the mission of the community college in the context of the anticipated changes of a new century and offered 63 recommendations which challenge all two-year colleges to be all that they can be in responding to their individual futures.

Prior to the August 1988 board retreat, the executive staff of the college compared the college's *Vision for Excellence* and the *Strategic Plan* point by point with the recommendations of the

Building Communities report. The results were gratifying. The college plan had incorporated, and in many cases exceeded, the recommendations of the Futures Commission report. Terry O'Banion, executive director of the League for Innovation and member of the Futures Commission, served as the guest speaker and facilitator of the August 1988 retreat.

In preparation for the retreat, O'Banion reviewed the college's *Vision for Excellence* and *Strategic Plan.* He noted the striking similarity of the college plan to the Commission recommendations and commended the board for its involvement and the results achieved through planning. O'Banion then offered suggestions that have enriched the college's plan. Therefore, with the above steps considered, the board of trustees had completed the process of comparing its college plan to the *Building Communities* report that is now recommended by ACCT for implementation at community colleges nationwide.

Planning Scheduled Into Board Agendas

To ensure continuity, interest in, and involvement with planning, board agendas periodically call for reports on planning. During the 18 months of the strategic planning project, the board received reports at its monthly meetings and two board retreats included substantial discussions on planning. Each year at the annual retreat, the president reports on the accomplishment of the previous year's plan and previews the operational plan for the upcoming year.

Evaluate the Process

Every other year, the college and the board will update the strategic plan. The process begins with a report to the board concerning progress toward attaining the goals and objectives of the existing plan, reassessing assumptions and projections, and appropriate revision of mission and goals. The college gives special emphasis to a group of indicators known as critical success factors.

Realizing that the potential for measuring all aspects of the college mission exceeds college resources, the board of trustees and executive staff agreed on six factors that are *critical* to the success of the college:

- Comprehensive quality programs,
- Satisfaction and retention of students,
- Post-satisfaction and success,
- Economic development and community involvement,
- Sound, effective resource management,
- Dynamic organizational involvement and development.

This process of identifying critical success factors was developed for business and industry by the Sloan School of Business at MIT and was adapted to the community college at DeAnza Community College in California. Midlands Technical College further developed success factors relevant to its mission.

The Institutional Effectiveness program that grew out of a two-year strategic planning process significantly enhanced the organizational culture and reputation of the college. A recent evaluation of the program identified the following indicators of progress that can be traced to college-wide and board participation in planning and evaluation:

- 20% enrollment growth,
- Reaffirmation of accreditation with minimum recommendations,
- Enhanced employee morale,
- Measurable evidence of student success in placement (95%),
- Top ten rating on national licensure exams,
- Enhanced community reputation.

Workforce 2000 prepared by the United States Department of Labor states: "The first years of this century are certain to bring new developments in technology, international competition, demography, and the other factors that will alter the nation's economic and social landscape. By the end of the next decade, the changes underway will produce an America that is in some ways unrecognizable from the one that existed only a few years ago."

By anticipating the future, implementing sound planning strategies, and with dedicated board involvement, the community college can be the cornerstone on which the foundation of the country is shaped and nurtured to meet the challenges of the next century. Trustees must take a leadership role in planning. The preparation, dedication, and commitment of community college trustees to strategic planning is imperative to assure a productive future for two-year colleges. ■

—James L. Hudgins, *President*
William O. "Bill" Rowell, *Board Chair*
Midlands Technical College
South Carolina

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Innovative Fundraising by Pennsylvania Community Colleges

Community colleges are known for their innovation and success in recruiting "non-traditional" students. The new president of the Pennsylvania Commission for Community Colleges would like to see community colleges also become national leaders in recruiting "non-traditional" sources of funding.

Kenneth B. Woodbury, Jr., is president of Harrisburg Area Community College, one of 13 Pennsylvania community colleges but the only one to be included among the top 10 community college endowment funds nationally. The HACC Foundation is currently worth almost $6 million, and Woodbury foresees its growth to $20 million by 1995.

In an article written for *Marketing and Development in the Modern Community College*, published in 1989 by the Council for Advancement and Support of Education (CASE), Woodbury outlines the advantages of and recommended structure for a vital and independent community college endowment fund. He notes that while such a fund offers predictable future revenues, supplements public support "to provide that margin of excellence," and is flexible both in how it attracts as well as invests private dollars, historically community colleges have been slow to develop financial instruments that permit long-range planning and implementation.

The foundation at Woodbury's own institution embraces the concepts of both traditional fundraising and the more innovative approach of marketing.

For example, hospitals in Pennsylvania's capital region are each contributing $50,000 over two years to HACC, to support the college's operating costs for increasing the size of its entering nursing classes. The remaining funds go to the endowment, with the interest restricted to cover continued support for the increased nursing class enrollment in subsequent years. These contributions will increase the nursing and allied health endowment provided by the area hospitals to $1 million.

Area hospitals are also giving HACC an additional $10,000 a year for seven years to provide six, $500 Allied Health program student loans per year. If, upon graduation, the student works for the contributing hospital for two years, the loan is forgiven; and, again, the balance of the contribution goes to establish an endowment to continue the loan/scholarship program in perpetuity.

While, as Woodbury points out, community college endowments are frequently inactive or non-existent, the colleges are increasingly employing marketing-oriented methods to broaden their revenue base with non-tax dollars.

For example at HACC, the proceeds from the bookstore go toward financial aid packages that include scholarships for high-achieving, local high school seniors. Because of their close affiliation with local business and industry, community colleges are not only developing programs to meet local employers' workforce needs, they're also receiving financial assistance from those companies to operate the programs.

In Pennsylvania, community colleges are renting their facilities to professional and trade organizations for seminars and conferences, with the rent payment going toward scholarships in that profession or trade's field of study.

The Community College of Allegheny County in Pittsburgh, has a personnel agreement with the U.S. Department of the Interior, by which the college contracts to provide public relations consulting services from campus faculty and supports an internship program, while the balance of the money goes into the college's foundation general fund for special marketing projects.

Westmoreland County Community College in Youngwood features the talents of its culinary arts students in an annual "Candlelight Culinary Dinner." The price of a ticket helps support scholarships for the culinary arts program.

Lehigh County Community College in Schnecksville sends business to area restaurants by selling "Testimonial Dinner for Two" certificates. Half the value of the certificate is redeemed to the restaurant, which uses the project to build its clientele, while the other half is retained by the college foundation.

Harrisburg Area Community College President Woodbury sees innovative fundraising and marketing as essential adjuncts to the state, local sponsor, tuition, and grant monies community colleges traditionally receive.

"We need a combination of private funding and full public support to offer the programming and services we must provide, to meet our mission and expand. Neither private revenue enhancement nor public support alone can do the job," says Woodbury. ■

EDUCATION TRENDS AND ISSUES

ACE *Campus Trends, 1989*

The faculty shortage widely predicted for the 1990s has already arrived for many community colleges, according to *Campus Trends, 1989,* the sixth annual survey of college administrators by the American Council on Education (ACE).

"A number of American colleges and universities are currently facing shortages of faculty, in other words they are unable to find qualified persons to fill full-time faculty positions, especially in certain high-demand fields," according to Elaine El-Khawas, author of the report.

Two-year institutions now face shortages primarily in computer sciences and in the health professions. Over the next five years, one in three are expecting shortages in computer sciences, mathematics, vocational-technical fields, and health professions.

Half of all colleges and universities reported that it now takes longer to find qualified persons for full-time faculty positions. Half also reported greater difficulty in getting top applicants to accept faculty positions offered to them.

Efforts to improve minority representation among college faculty show slow progress. Only one in four institutions (29 percent of public two-year colleges) reported a net gain in minority faculty over the previous year. About half of all institutions increased the number of women among their faculty.

In the midst of a changing environment for faculty, many colleges and universities appear to be planning ahead. Two in ten institutions expect to decrease the size of their faculty over the next five years. This expectation was reported by 22 percent of public two-year institutions. Sixty-one percent of public two-year institutions expect an increased pace of retirements among full-time faculty during the next five years.

The annual survey of 366 two and four-year colleges and universities gave special attention to faculty, in light of significant shortages predicted for the next decade. Campus activities to improve minority participation were also given special attention. The responses for items in this section of the study do not include historically Black institutions.

"Results suggest that, although most campuses have some initiatives underway to improve minority representation, considerable distance remains in achieving concrete results," said El-Khawas. "Six in ten administrators, for example, judged that their institutions are not doing well in attracting Black and Hispanic students."

Eight in ten institutions reported at least "some" level of activity to increase the enrollment, retention, and completion rates of minority students. However, only four in ten reported "a lot" of activity in these areas. Among public two-year colleges, 48 percent reported "a lot" of activity to increase completion rates of minority students.

A good proportion of colleges and universities are guided by board-approved policies that outline specific goals for increasing minority representation on their campuses; 50 percent of public two-year colleges reported such policies.

Despite reports over the last year of several incidents of hostility directed to minority students, relatively few administrators took the view that racial tensions were serious among racial and ethnic groups on campus. Eighty-five percent of two-year institutions reported that "little or no" racial/ethnic tension existed.

Campus Trends also describes changes in other college practices, including:

- Widespread use of general education requirements;
- Much activity to develop methods of assessing student learning;
- Growing problems with inadequate physical facilities; and
- Substantial financial pressures confronting both public and independent institutions.

Most colleges and universities reported gains in enrollment in 1988–89. Of public two-year institutions, 71 percent reported an increase in both headcount and FTE enrollment, 68 percent reported an increase in first-time freshmen, 59 percent reported an increase in full-time students, and 62 percent reported an increase in part-time students. The number of students age 25 and older increased at 54 percent of public two-year institutions.

As for the financial picture, 73 percent of public two-year institutions reported an increase in their institution's overall budget, while 12 percent reported a decrease. Revenues from state and local government increased at 63 percent and decreased at 13 percent. Total federal student aid (excluding GSL) increased at 44 percent and decreased at 13 percent. However, the share of costs that students and parents must pay increased at 49 percent and decreased at 4 percent.

As part of the *Campus Trends* surveys

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A Plan to Increase the Number of Minority Faculty in Illinois Community Colleges

In spite of goals by community colleges across the country to recruit greater numbers of minority faculty, it is becoming apparent that even with improved recruiting methods, there may not be enough minority students in the pipeline to meet these goals.

"People who study affirmative action agree that some institutions simply are more resourceful than others. They are not necessarily richer; they sincerely work harder to recruit minorities," said William M. Boyd in the January/February 1989 issue of *AGB Reports*.

One of the winning strategies proposed by Boyd is that colleges should "grow their own" minority faculty by encouraging, tracking, and recruiting former students.

Acting on this concept, that most community colleges enroll a number of persons who could be interested in the rewards a college teaching career has to offer, the Illinois Community College Trustees Association has devised a plan called "ROOTS: Raising Our Own Teachers." The goal of this plan is to increase minority hiring in Illinois public community colleges.

"Raising Our Own Teachers parallels the approach which labor-intensive industries have long used to identify and attract persons to a career," said Louis Owens, chair of the ICCTA Minority Concerns Committee and a trustee of Illinois Central College.

"Many clergy, military officers, and business executives first became interested in their careers when they learned that money for college was available and that a job was waiting at the end of the academic program," said Owens. "The same approach can be used to attract Illinois minority students to college teaching. Best of all, the state-funded programs to support such an approach are already in place."

Raising Our Own Teachers suggests four steps which a college board and administration might take to increase the ranks of its own minority professionals. The appropriate Illinois programs are given as examples.

1. Do Prospecting in the High Schools

Several community colleges benefit from funding from the Illinois Higher Education Cooperation Act which provides support for improved programs of cooperation between schools and colleges or colleges and universities. In the past, the Illinois Board of Higher Education has shown an interest in funding articulation programs which help colleges explain the rewards and challenges of college level study to persons enrolled in high school classes. A grant proposal might include a plan to provide certain employment guarantees to a designated number of minority persons who complete community college, baccalaureate, and advanced degrees.

2. Directly Support Minority Students Who Need Financial Aid

Illinois community colleges receive state funding from several sources, including the Illinois Community College Board's Special Populations Grants. The college board may designate how these grants and other discretionary funds are to be used. The board may declare that a certain amount is to be used to identify and counsel minority persons who would be well-suited for teaching careers, and to provide them with career direction and academic support. Some colleges raise private funds for financial aid to disadvantaged students.

3. Help Minority Graduates Make a Successful Transition to a School or College of Education

A college may enter into cooperative agreements with baccalaureate institutions to assist in minority students' successful completion of a four-year degree. For example, such agreements could encourage prospective minority professors to transfer to designated universities to complete their degree. Such cooperative agreements are sometimes funded by the Illinois Higher Education Cooperation Act.

4. Assist the Minority Baccalaureate Graduate in Completing a Graduate Degree in a Field in which Minorities are Underrepresented

By now, prospective professors know that as long as they continue to achieve, a teaching job is waiting at the community college from which they graduated. The Illinois Consortium for Educational Opportunity and the Illinois Minority Incentive Graduate Program provide financial assistance for minority students to pursue and complete graduate or professional degrees at an Illinois public college or university. Repayment of the financial assistance is reduced or eliminated for students who decide to teach in an Illinois school or college. The Minority Incentive Grant Program produces a roster of minority graduate students who are seeking a career in Illinois colleges and universities. ■

Humanities Endowment Calls on Colleges to Strengthen Core Requirements

Too many students are graduating from college without knowing "basic landmarks of history and thought," according to National Endowment for the Humanities (NEH) Chair Lynne V. Cheney in *50 Hours*, a new report that urges colleges and universities to revise curricula so that undergraduates study essential areas of knowledge.

With the release of *50 Hours*, NEH announced the results of a survey administered by the Gallup Organization that showed significant gaps in college seniors' knowledge of history and literature. For example, the Gallup survey shows that one-fourth of the nation's college seniors did not know that Columbus first landed in the Western Hemisphere before the year 1500.

Noting that many colleges and universities allow students to earn bachelor's degrees without taking courses in history, literature, science, or mathematics, Cheney's *50 Hours* urges trustees and administrators to support faculty members who are working to strengthen general education requirements. She also encourages alumni, parents and students to work for reform.

The new NEH report cites dozens of schools, including community colleges, that have developed required courses of study for undergraduates—cores of learning that give students opportunities to gain basic knowledge of fields of human thought. As a device for organizing these examples, *50 Hours* sets forth a core of learning—50 semester hours of required study in cultures and civilizations, foreign languages, mathematics, natural sciences, and the social sciences.

The Gallup survey of nearly 700 college seniors, which was conducted under contract to NEH in spring 1989, showed many students to be unfamiliar with basic facts about history and literature. As Gallup puts it, "If the students' answers were to be graded, more than half of those tested would have failed. Using the standard "A" to "F" scale, where a less than 60-percent-correct score means failure, 55 percent of the students would have received a grade of "F" and another 20 percent a "D."

The survey showed that roughly 25 percent of college seniors could not distinguish Churchill's words from Stalin's, or Karl Marx's writings from the U.S. Constitution. More than 40 percent could not identify when the Civil War occurred. Most could not identify *Magna Carta*, the Missouri Compromise, or Reconstruction. And most could not link major works by Plato, Dante, Shakespeare, or Milton with their authors.

When the Gallup Organization asked college seniors five history questions based on the U.S. Immigration and Naturalization Service's examinations for prospective U.S. citizens, a high percentage of the students could correctly answer only two. Even after four years of college, many students could not answer a number of questions on recent history that are considered important for new citizens to know.

50 Hours says that many American colleges and universities fail to provide enough structure in the curriculum, particularly in the area of study known as "general education."

"Entering students often find few requirements in place and a plethora of offerings," Cheney says. "There are hundreds of courses to choose from, a multitude of ways to combine them to earn a bachelor's degree, and a minimum of direction. In the absence of an ordered plan of study, some undergraduates manage to put together coherent and substantive programs, but others move through college years with little rationale."

In place of a strong core, many colleges have loosely stated "distribution requirements," directing that students take some courses in certain areas and some in others. At many schools, the list of acceptable choices is long, and most of the offerings are so specialized that "they often have little to do with the broadly conceived learning that should be at the heart of general education," Cheney says.

"It is through the curriculum that college and university faculties establish a design for education," Cheney says. "It is through the curriculum that they communicate what it is an educated person should know."

A required course of study, Cheney says, gives order and coherence to a college education. "It provides a context for forming the parts of education into a whole."

A common core of learning draws students together—and faculty members as well. "When that common learning engages students with their democratic heritage," Cheney says, "it encourages informed participation in our ongoing national conversation: What should a free people value? What should they re-

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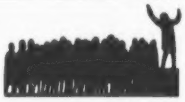
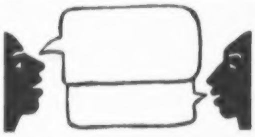
50 Hours: How the Proposed Model Curriculum Would Work

FRESHMAN YEAR	SOPHOMORE YEAR	JUNIOR YEAR	SENIOR YEAR
 CULTURES & CIVILIZATION 6 HOURS I. The Origins of Civilization. 3 hours. II. Western Civilization. 3 hours.	 **CULTURES & CIVILIZATION** 6 HOURS III. Western Civilization (continued). 3 hours. IV. American Civilization. 3 hours.	 **CULTURES & CIVILIZATION** 6 HOURS V & VI. Other Civilizations.	*
 CONCEPTS OF MATHEMATICS 6 HOURS	 **FOUNDATIONS OF THE NATURAL SCIENCES** 8 HOURS	 **THE SOCIAL SCIENCES AND THE MODERN WORLD** 6 HOURS	*
FOREIGN LANGUAGE 12 HOURS 		*	*
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ILLUSTRATIONS BY MAX-KARL WINKLER

* **Major courses or electives**

Source: ***The Chronicle of Higher Education*, Oct. 11, 1989**

COMMENTARY

We recognize, I believe, that leadership is interpersonal, that leaders cannot be seen in isolation from followers, that the linkage between the two embraces the dynamics of wants and needs and other motivations, that leadership is largely a teaching process beginning with the parental nurturing of children, that creative leadership is closely related to conflict and crisis, or at least to debate and dialogue and that—above all—transforming leadership carries grave, but not always recognized, moral implications.

James MacGregor Burns
Leadership: Multidisciplinary Perspectives

In our current study of exemplary faculty members in American and Canadian community colleges, George A. Baker, Rosemary Gillet-Karem and I have documented that the qualities and attributes of excellent classroom instructors parallel almost identically the qualities and competencies we identified among exemplary leaders in our recent study, *Shared Vision: Transformational Leadership in American Community Colleges.*

It should not surprise us that classroom instructors are engaged in the process of impacting, indeed embedding, values, attitudes, beliefs, and behaviors in the students they teach. So those who lead community colleges must also be about the teaching process of influencing beliefs and behaviors in followers. This includes the governing board of the institution, the college president, and all members of the college leadership team.

In our studies, the most powerful teaching or leading strategy is the model presented by the teacher or leader. The old adage "talk is cheap" is so very true because "saying the right things" rarely carries any great cost to the person doing the talking. Doing the right thing involves tremendous commitment to values in the classroom or on the community college campus.

Last year I was invited to speak at a large community college on the importance of teaching excellence in an open door setting. The president of this college opened the convocation with a beautifully organized and written paper on the importance and priority of teaching at his college, emphasizing that no activity in the institution was of higher value or greater importance than the quality of instruction in classrooms. As he was saying "the right things" to his assembled faculty and staff, I couldn't help but notice the numbers of faculty and staff members who were busily reading the morning newspaper and the others who were chatting among themselves. This feedback normally beckons ill will for a visiting speaker, and I was anticipating a difficult day ahead.

When the president finished his remarks and introduced me, the faculty and staff put down their newspapers and paid careful attention throughout the rest of my day with them. Soon after I began my remarks, however, I noticed the president make his way out of a side door in the auditorium, where he was quickly followed by the vice president of administration, the registrar, and an assortment of deans and directors. Not only did I notice this administrative behavior, but everyone in the auditorium observed it as well.

At lunch with the staff development committee, who had arranged my visit, I observed that never had I seen community college faculty behave as rudely to a president as I had witnessed that morning. I also asked for some insight and/or explanation. One faculty member observed that the president had never been in the new academic center even though the building was now five years old. Another faculty member noted that the president had never taken part in any discussion with faculty—relative to standards, quality of programs, evaluation of faculty or programs, and the like. Another observed that the president and the administrative team had never taken part in a day of staff development although they touted staff development days as critical in the life of the college.

Finally, and most tragically, a young faculty member said to me, "Dr. Roueche, do you remember telling us this morning that classroom instructors need to know the name of their students during the first day or two of the fall

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semester?" I responded that knowing who your students are is critical to getting them actively and positively involved in the life of the class. He responded, "I am willing to bet a year of my salary that if you take me today to the office of the president and ask him if he knows me or if I teach here, or if I have a leadership role, he could not answer any of the questions with any accuracy or assurance." The young man was chair of an academic department and had been at the college for five years.

This example of leaders who can mouth the right words but whose behavior is about 180 degrees from their admonitions is reflective of organizations where "those leading" aren't doing the things that inspire and motivate faculty to care mightily about teaching quality and excellence.

Those in community college leadership positions (board members and administrators) must be about their own learning on a daily and weekly basis. I like to ask members of college leadership teams the names of the books they have read in recent months that have assisted them in improving their leadership and/or management skills. The answer to my queries reminds me of a comment made at the AACJC convention in Washington last April by a community college trustee. She observed, "We have a celebration on our campus any time that a faculty member writes a book or whenever an administrator reads one!" What a sad commentary, and there may be more truth in the observation than good humor.

Leadership is a process most like teaching. Those in charge must be setting the standard and modelling the behavior they wish to inculcate in others. If our community college leaders are not about their own learning and growth and development, they are likely to atrophy intellectually, and lead the college to educational mediocrity. ■

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ACADEMIC POLICY

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sist? What are the limits to freedom, and how are they to be decided?"

Cheney notes that when students are encouraged to learn about the history and thought of cultures different from their own, "they gain insight into others with whom they share the earth."

The core curriculum that is the central organizing device of 50 Hours suggests study in five basic areas of knowledge:

18 hours: Cultures and Civilizations

- The Origins of Civilization: a one-semester course that considers the beginnings of civilization on various continents. (3 hours)
- Western Civilization: a one-semester course that considers the development of Western society and thought from Periclean Athens through the Reformation. (3 hours)
- Western Civilization (continued): a one-semester course that considers the development of Western society and thought from the Reformation into the 20th century. (3 hours)
- American Civilization: a one-semester course that traces major developments in American society and thought from colonial times to the present.(3 hours)
- Other Civilizations: two one-semester courses from the following: civilizations of Africa, East Asia, Islam, Latin America, South Asia. (6 hours)

12 hours: Foreign Language

A two-year requirement; it is recommended that students fulfill this requirement by taking more advanced courses in a language they studied in high school.

6 hours: Concepts of Mathematics

A one-year course focusing on major concepts, methods, and applications of mathematical sciences.

8 hours: Foundations of the Natural Sciences

A one-year laboratory course that focuses on major ideas and methods of the physical and biological sciences.

6 hours: The Social Sciences and the Modern World:

A one-year course that explores ways in which the social sciences have been used to explain political, economic, and social life, as well as the experience of individuals, in the last 200 years.

For each of the five areas of knowledge it considers, *50 Hours* offers examples of core courses that have been developed at colleges and universities across the nation. This is done, Cheney explains, "to call attention to the variety of ways in which substantive and coherent learning can be achieved."

50 Hours recommends that courses in the core be taught in small classes and in an integrated fashion, so that, for example, students reading Descartes' philosophy in a Western civilization course are reminded of his contributions to mathematics. Cheney also recommends that the core be taught by the college's most distinguished faculty, who can bring their learning, experience and stature to the task: "In the core, as throughout the curriculum, courses should be taught by men and women who, though deeply knowledgeable, remain eager to learn."

Cheney argues in the afterword to *50 Hours* that the requirements of a carefully structured core of learning expand the possibilities for further thought and inquiry.

"No two students will come through its complex explorations quite the same," she says. "One will love the ordered world of the theorem, another the untamed landscape of the Romantics. But both will know both, if education has done its duty; and they will share this: an enthusiasm for the journey, a sense of the satisfactions that a lifetime of learning can bring." ■

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EDUCATION TRENDS AND ISSUES

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in both 1988 and 1989, administrators were asked to name the three most important challenges facing their institutions over the next five years. The dominant themes noted in 1988 continue to appear:

- Issues of adequate financial support were raised quite frequently.
- Improving program quality remains an important focus of activity. For some institutions, this especially called for changes to serve new needs or new populations of students.

Issues taking on greater importance include issues related to faculty and the need for renovation and renewal of physical facilities.

It appears that of concern in the 1990s will also be the need to continue to provide institutionally-funded student aid as well as continued experimentation with new ways to assess student learning amidst serious misgivings about potential negative consequences of assessment efforts. ■

CALENDAR

Trustee Education Opportunities

February–April, 1990

February

8
Nebraska Technical Community College Association
Lincoln, NE

8–9
AGB Workshops on Finance, Fund Raising, and Strategic Planning
Washington, DC

25–27
ACCT National Legislative Seminar
Washington, DC

March

9–10
Oregon Community College Association
Bend, OR

18–20
AGB National Conference on Trusteeship
San Diego, CA

April

1–4
American Association for Higher Education
Annual Meeting
San Francisco, CA

2
Pennsylvania Federation of Community College Trustees
Harrisburg, PA

5–7
ACCT Pacific Region Seminar
San Diego, CA

22–25
AACJC Annual Meeting
Seattle, WA

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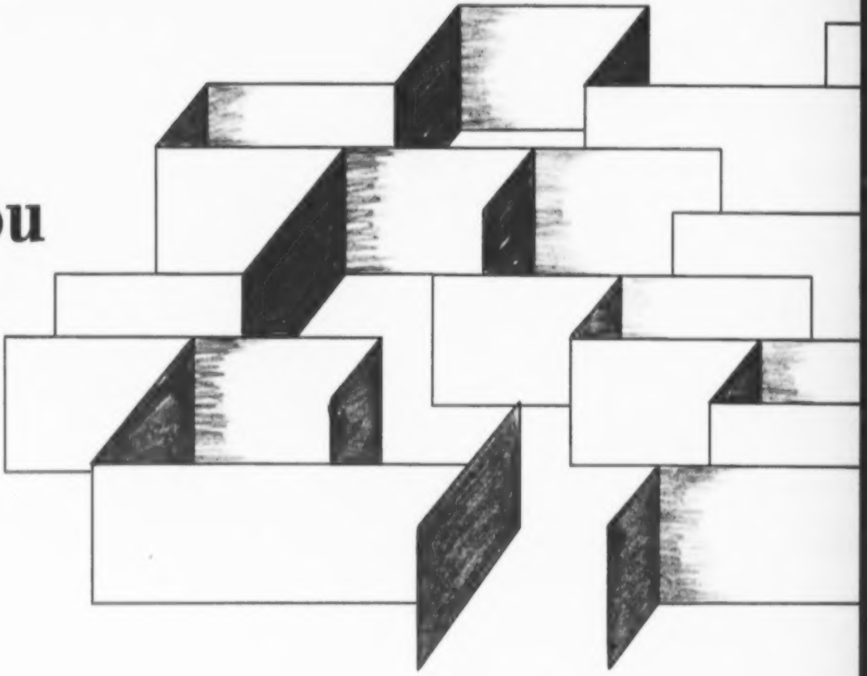

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